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ABSTRACT

The purpose of the hearing before the Senate Committee on Interior and Insular Affairs was to receive testimony on two bills pending before the Committee, S.2630 and H.R.10138, both introducing legislation to amend the Youth Conservation Corps Act of 1970 to provide year-round employment of young adults, ages 19 to 24, to reduce the backlog of conservation-related projects on public lands and waters. Texts of both bills are presented, calling for the amended act to be cited as the "Young Adult Conservation Corps Act." Statements from witnesses and additional material submitted for the record include a request from an attorney representing several Indian tribes for tribal administration of youth corps projects on Indian reservations. Administration views opposing the youth corps mentioned high costs and potential inflationary effects. Other testimony referred to potential benefits resulting from the youth corps and recommended its involvement in economically productive activities. (MF)

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CE

TO AMEND THE YOUTH CONSERVATION CORPS ACT OF 1970

HEARING BEFORE THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

S. 2630

A BILL TO AMEND THE YOUTH CONSERVATION CORPS ACT
OF 1970 (84 STAT. 794)

H.R. 10138

AN ACT TO CREATE THE YOUNG ADULT CONSERVATION
CORPS TO COMPLEMENT THE YOUTH CONSERVATION
CORPS

JUNE 17, 1976

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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TO AMEND THE YOUTH CONSERVATION CORPS ACT OF 1970

THURSDAY, JUNE 17, 1976

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The committee met, pursuant to notice, at 10 a.m., in room 3110, Dirksen Office Building, Hon. Henry M. Jackson, chairman, presiding.
Present: Senators Jackson and Metcalf.

Also present: Thomas B. Williams, professional staff member.

OPENING STATEMENT OF HON. HENRY M. JACKSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

The CHAIRMAN. The committee will come to order.

The purpose of the hearing this morning is to receive testimony on two bills currently pending before this committee which, if enacted, could have a dramatic effect in reducing youth unemployment.

S. 2630 and its House companion H.R. 10138, would amend the Youth Conservation Corps Act of 1970 by adding a new title directing the Secretaries of Agriculture and Interior to extend the YCC to make possible year-round employment of young adults, ages 19 to 24. These young people would be put to work reducing the massive backlog of conservation-related projects on the public lands and waters of the United States.

As most of you know, the House of Representatives overwhelmingly approved H.R. 10138 by a vote of 291-70 late last month. I am pleased to note that the differences between the House-passed measure and S. 2630 are relatively minor.

I would hope that this committee could resolve these minor differences in markup and that we could report this important measure to the Senate in the very near future.

At this point, I will ask unanimous consent that both bills and the official reports of the Departments of Interior, Agriculture, and Budget be included in the record.

[The bills and reports follow:]

(1)

94TH CONGRESS
1ST SESSION

S. 2630

IN THE SENATE OF THE UNITED STATES

NOVEMBER 6, 1975

Mr. JACKSON introduced the following bill: which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To amend the Youth Conservation Corps Act of 1970 (84 Stat. 794).

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Young Adult Conserva-
4 tion Corps Act".

5 SEC. 2. The Act entitled "An Act to establish a pilot
6 program in the Departments of the Interior and Agriculture
7 designated as the Youth Conservation Corps, and for other
8 purposes", enacted August 13, 1970 (84 Stat. 794; 42
9 U.S.C. prec. 2711 note; 16 U.S.C.A. 1701-06) (hereafter,
10 in this Act referred to as the Youth Conservation Corps Act),

II

1 is amended by adding at the end thereof the following new
2 title:

3 "TITLE II—YOUNG ADULT CONSERVATION
4 CORPS

5 "POLICY AND PURPOSE

6 "SEC. 201. The Congress finds—

7 "(1) that unemployment levels are excessively
8 high among young adults;

9 "(2) that young adults have minimal or no job
10 experience, and that considering our country's current
11 economic situation, these young adults have a limited
12 opportunity of gaining the necessary job experience,
13 training, and fundamental skills required to enter the
14 labor force at a competitive level;

15 "(3) that as a result of the high unemployment
16 levels of this age group our country's social service re-
17 sources are being unnecessarily drained, and the Govern-
18 ment is losing tax revenues;

19 "(4) that there are large inventories of conserva-
20 tion work and other work of a public nature within the
21 national park system, the national forest system, States,
22 municipalities, and other public land and water areas of
23 the United States which require large amounts of labor
24 and relatively small capital investments; and

25 "(5) that much of the conservation work and other

1 work of a public and environmental nature on the lands
2 and waters of the United States, such as reforestation,
3 timber stand improvement, fighting forest fires, trail and
4 campground improvements, and control of insects, dis-
5 eases, soil erosion, and floods, can only be accomplished
6 during certain seasons or by a year-round work pro-
7 gram.

8 It is, therefore, the purpose of this title to complement the
9 highly successful Youth Conservation Corps and to provide
10 employment and other benefits to young adults while re-
11 ducing the inventory of conservation work and completing
12 many other projects of a public nature on the lands and
13 waters of the United States. This title supplements and ex-
14 tends the provisions of title I of this Act and does not limit
15 or repeal any existing authority provided by title I of this
16 Act.

17 "EXTENSION OF YOUTH CONSERVATION CORPS

18 "SEC. 202. The Secretary of the Interior and the Secre-
19 tary of Agriculture (hereafter in this title referred to as the
20 "Secretaries") shall jointly extend the Youth Conservation
21 Corps so as to make possible the year-round employment of
22 young adults. Section 102 of this Act applies to the extended
23 Corps under this title, except that individuals employed as
24 Corps members under this title—

1 “(1) shall have attained age nineteen but not at-
2 tained age twenty-four;

3 “(2) shall be physically capable, as determined
4 under regulations established by the Secretaries, to carry
5 out the work of the Corps;

6 “(3) shall be given preference for employment if
7 they reside in counties having a rate of unemployment
8 equal to or in excess of 6 per centum for three consecu-
9 tive months, as determined by the Secretary of Labor;
10 and

11 “(4) may be employed for a total period of not
12 more than twelve months, with such maximum employ-
13 ment period consisting of one continuous twelve-month
14 period or of two or more periods which together total
15 twelve months.

16 “SECRETARIAL DUTIES AND FUNCTIONS

17 “Sec. 203. Section 103 of this Act, relating to the
18 duties and functions of the Secretaries, applies to this title,
19 except that in administering this title the Secretaries shall—

20 “(1) in determining the appropriate locations for
21 Corps projects, give priority to counties having a rate of
22 unemployment equal to or in excess of 6 per centum for
23 three consecutive months as determined by the Secretary
24 of Labor;

1 “(2) in determining appropriate work projects for
2 Corps members, give priority to projects that—

3 “(A) are highly labor intensive;

4 “(B) will result in substantial natural resource
5 or environmental improvements;

6 “(C) have work plans or for which work plans
7 could be readily developed; and

8 “(D) may be initiated promptly;

9 “(3) in determining rates of pay for Corps mem-
10 bers, set those rates at the current Federal minimum
11 wage, set forth in section 6(a) (1) of the Fair Labor
12 Standards Act of 1938, but in determining such rates
13 of pay, consideration shall be given to housing, trans-
14 portation, food, medical, and other direct benefits of
15 employment, except that supplies and equipment shall
16 not be benefits of employment.

17 “EXTENSION OF GRANT PROGRAM FOR STATE
18 PROJECTS

19 “SEC. 204. (a) The Secretaries shall jointly extend
20 the grant program for State projects required by section 104
21 of this Act so as to provide increased employment of young
22 adults to develop, preserve, and maintain non-Federal public
23 lands and waters within the States, as defined in section
24 104(a). Sections 104 (a), (b), and (c) of this Act apply

S. 2630—2

1 to the extended grant program for State projects under this
2 title, except that, for the purposes of this title, each grant
3 application shall contain assurances satisfactory to the Sec-
4 retaries that individuals employed under the project for
5 which the application is submitted—

6 “(1) shall have attained age nineteen but not at-
7 tained age twenty-four;

8 “(2) shall be physically capable, as determined
9 under regulations established by the Secretaries;

10 “(3) shall be given preference for employment if
11 they reside in counties having a rate of unemployment
12 equal to or in excess of 6 per centum for three consecu-
13 tive months, as determined by the Secretary of Labor;

14 “(4) be employed for a total period of not more
15 than twelve months, with such maximum employment
16 consisting of one continuous twelve-month period or of
17 two or more periods which together total twelve months;
18 and

19 “(5) shall be paid at the rate set under section
20 203 (3).

21 “(b) Thirty per centum of the sums appropriated for
22 any fiscal year to carry out this title shall be used for making
23 grants under this section for such fiscal year.

1 "SECRETARIAL REPORTS

2 "SEC. 205. The Secretaries shall prepare jointly and sub-
3 mit to the President and the Congress reports detailing the
4 activities carried out under this title and providing recom-
5 mendations in accordance with the provisions of section 105
6 of this Act.

7 "TIME PERIOD FOR PLANNING AND PREPARATION

8 "SEC. 206. (a) During the period beginning on the
9 date of enactment of this title and ending eight months after
10 such date, the Secretaries shall prepare a plan to carry out
11 the activities authorized by this title. Such plan shall contain
12 an estimate of the annual costs of carrying out the activities
13 authorized by this title, a procedure for selecting candidates
14 for the extended Corps, a list and description of the work
15 projects initially selected by the Secretaries for the extended
16 Corps to carry out under this title, and a list and description
17 of site locations, facilities, and equipment initially selected by
18 the Secretaries for work camps to be used by the extended
19 Corps under this title. In selecting facilities for Corps work
20 camps, the Secretaries shall utilize existing facilities, includ-
21 ing military facilities, whenever possible.

22 "(b) No young adults shall be employed in the ex-
23 tended Corps under section 202 and no grants shall be made

1 to the States under the extended grant program of section
 2 204 (a) until ten months after the date of enactment of this
 3 title.

4 “(c) The Secretaries shall submit to the Congress the
 5 plan they prepared pursuant to subsection (a) on the two
 6 hundred and fortieth day after the date of enactment of this
 7 title. If neither House of Congress disapproves such plan
 8 within sixty days after its submission, such plan shall be
 9 deemed approved.

10 “AUTHORIZATION OF APPROPRIATIONS

11 “SEC. 207. (a) There are authorized to be appro-
 12 priated such sums as may be necessary to carry out the
 13 provisions of this title.

14 “(b) Notwithstanding any other provision of law, funds
 15 appropriated for any fiscal year to carry out this title shall
 16 remain available for obligation and expenditure until the
 17 end of the fiscal year following the fiscal year for which
 18 appropriated.”.

19 SEC. 3. The Youth Conservation Corps Act is further
 20 amended by—

21 (1) inserting immediately after the enacting clause
 22 the following:

23 “TITLE I—YOUTH CONSERVATION CORPS”;

24 (2) redesignating sections 1 through 6 as sections
 25 101 through 106, respectively;

1 (3) striking out "section 6" in section 104(d) (as
2 redesignated by clause 2 of this section) and inserting
3 in lieu thereof "section 106"; and

4 (5) striking out "Act" each place it appears in sec-
5 tions 101 through 106 (as redesignated by clause 2 of
6 this section) and inserting in lieu thereof "title".

94TH CONGRESS
2D SESSION

H. R. 10138

IN THE SENATE OF THE UNITED STATES

MAY 26, 1976

Read twice and referred to the Committee on Labor and Public Welfare

MAY 28, 1976

The Committee on Labor and Public Welfare discharged, and referred to the Committee on Interior and Insular Affairs

AN ACT

To create the Young Adult Conservation Corps to complement the Youth Conservation Corps.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Young Adult Conserva-
4 tion Corps Act".

5 SEC. 2. The Act entitled "An Act to establish a pilot
6 program in the Departments of the Interior and Agriculture
7 designated as the Youth Conservation Corps, and for other
8 purposes", enacted August 13, 1970 (84 Stat. 794; 42
9 U.S.C. prec. 2711 note; 16 U.S.C.A. 1701-06) (hereafter
10 in this Act referred to as the Youth Conservation Corps

II—O

1 Act), is amended by adding at the end thereof the following
2 new title:

3 "TITLE II—YOUNG ADULT CONSERVATION
4 CORPS

5 "POLICY AND PURPOSE

6 "SEC. 201. The Congress finds—

7 "(1) that unemployment levels are excessively high
8 among young adults;

9 "(2) that young adults have minimal or no job
10 experience, and that considering our country's current
11 economic situation, these young adults have a limited
12 opportunity of gaining the necessary job experience,
13 training, and fundamental skills required to enter the
14 labor force at a competitive level;

15 "(3) that as a result of the high unemployment
16 levels of this age group our country's social service re-
17 sources are being unnecessarily drained, and the Gov-
18 ernment is losing tax revenues;

19 "(4) due to their limited opportunities, crime rates
20 are higher among young adults;

21 "(5) that there are large inventories of conserva-
22 tion work and other work of a public nature within the
23 national park system, the national forest system, States,
24 municipalities, and other public land and water areas of

1 the United States which require large amounts of labor
2 and relatively small capital investments; and

3 “(6) that much of the conservation work and other
4 work of a public and environmental nature on the lands
5 and waters of the United States, such as reforestation,
6 timber stand improvement, fighting forest fires, trail
7 and campground improvements, and control of insects,
8 diseases, soil erosion, and floods and other natural dis-
9 asters, can only be accomplished during certain seasons
10 or by a year-round work program.

11 It is, therefore, the purpose of this title to complement the
12 highly successful Youth Conservation Corps and to provide
13 employment and other benefits to young adults who would
14 not otherwise be currently more productively employed while
15 reducing the inventory conservation work and completing
16 many other projects of a public nature on the lands and
17 waters of the United States. This title shall in no way limit
18 the requirement set forth in the Employment Act of 1946
19 (15 U.S.C. 1021 et seq.) that the Federal Government
20 promote maximum production and purchasing power in the
21 Nation's economy. This title supplements and extends the
22 provisions of title I of this Act and does not limit or repeal
23 any existing authority provided by title I of this Act.

1 "EXTENSION OF YOUTH CONSERVATION CORPS

2 "SEC. 202. The Secretary of the Interior and the Secre-
3 tary of Agriculture (hereafter in this title referred to as the
4 'Secretaries') shall jointly extend the Youth Conservation
5 Corps so as to make possible the year-round employment of
6 young adults. Section 102 of this Act applies to the extended
7 Corps under this title, except that individuals employed as
8 Corps members under this title—

9 "(1) (A) shall have attained age nineteen but not
10 attained age twenty-four or (B) shall have attained age
11 sixteen (or completed high school) but not attained age
12 nineteen, in the case of individuals who have left school
13 and who give adequate assurances, under criteria estab-
14 lished by the Secretaries, that they did not leave school
15 for the purpose of obtaining employment under this title;

16 "(2) shall be physically capable, as determined
17 under regulations established by the Secretaries, to carry
18 out the work of the Corps;

19 "(3) shall be given preference for employment if
20 they reside in counties having a rate of unemployment
21 equal to or in excess of 6 per centum for three consecu-
22 tive months, as determined by the Secretary of Labor, if
23 such data is not kept by counties, such other statistical
24 area basis as is used within that State; and

25 "(4) may be employed for a total period of not

1 more than twelve months, with such maximum employ-
2 ment period consisting of one continuous twelve-month
3 period or of two or more periods which together total
4 twelve months.

5 "SECRETARIAL DUTIES AND FUNCTIONS

6 "SEC. 203. (a) Section 103 of this Act, relating to
7 the duties and functions of the Secretaries, applies to this
8 title, except that in administering this title the Secretaries
9 shall—

10 "(1) place individuals employed as Corps members
11 into jobs which will diminish the backlog of relatively
12 labor intensive projects which would otherwise be carried
13 out if adequate funding were made available;

14 "(2) employ such individuals in such projects as
15 but not limited to—

16 "(A) tree nursery operations, planting, prun-
17 ing, thinning, and other cultural measures;

18 "(B) erosion control and flood damage;

19 "(C) wildlife habitat improvements;

20 "(D) range management improvements;

21 "(E) recreation development, rehabilitation,
22 and maintenance;

23 "(F) forest insect disease control, road and
24 trail improvements and wildlife preservation; and

1 “(G) general sanitation, cleanup, and main-
2 tenance of State and public lands;

3 “(3) in determining appropriate work projects
4 for Corps members, give priority to projects that—

5 “(A) are relatively labor intensive;

6 “(B) have work plans or for which work plans
7 could be readily developed;

8 “(C) may be initiated promptly; and

9 “(D) are productive;

10 “(4) to the maximum extent practicable employ
11 such individuals in areas where existing residential facil-
12 ities are available;

13 “(5) to the maximum extent practicable employ
14 such individuals in activities similar to activities of those
15 employed in seasonal and part-time employment, in the
16 case of the Secretary of the Interior, in the National Park
17 Service, Bureau of Outdoor Recreation, the United States
18 Fish and Wildlife Service, the Bureau of Reclamation,
19 the Bureau of Land Management, and the Bureau of In-
20 dian Affairs, and, in the case of the Secretary of Agri-
21 culture, in the Forest Service and the Soil Conservation
22 Service, respectively; and

23 “(6) determine rates of pay for Corps members by
24 giving consideration to housing, transportation, food,
25 medical, and other direct benefits of employment (except

1 that supplies and equipment shall not be benefits of em-
2 ployment), but in no event shall the resulting rates be
3 set at less than the current Federal minimum wage, set
4 forth in section 6 (a) (1) of the Fair Labor Standards
5 Act of 1938.

6 “(b) In carrying out this title, the Secretaries shall
7 provide, to the maximum extent practicable, that Corps
8 members under this title shall not, at the same time, share
9 common facilities or work on common projects with Corps
10 members under title I of this Act.

11 “EXTENSION OF GRANT PROGRAM FOR STATE PROJECTS

12 “SEC. 204.—(a) The Secretaries shall jointly extend the
13 grant program for State projects required by section 104
14 of this Act so as to provide increased employment to young
15 adults to develop, preserve, and maintain non-Federal pub-
16 lic lands and waters within the States, as defined in section
17 104 (a) (and such employment may include employment on
18 projects which assist the selective cutting and thinning of
19 timber on such lands for essential fuel purposes). Sections
20 104 (a), (b), and (c) of this Act apply to the extended
21 grant program for State projects under this title, except that
22 for the purposes of this title, each grant application shall
23 contain assurances satisfactory to the Secretaries that indi-
24 viduals employed under the project for which the application
25 is submitted—

1 “(1) (A) shall have attained age nineteen but not
2 attained age twenty-four, or (B) shall have attained age
3 sixteen (or completed high school) but not attained age
4 nineteen, in the case of individuals who have left school
5 and who give adequate assurances, under criteria estab-
6 lished by the Secretaries, that they did not leave school
7 for the purpose of obtaining employment under this title;

8 “(2) shall be physically capable, as determined un-
9 der regulations established by the Secretaries;

10 “(3) shall be given preference for employment if
11 they reside in counties having a rate of unemployment
12 equal to or in excess of 6 per centum for three consec-
13 utive months, or if such data is not kept by counties, such
14 other statistical area basis as is used within that State,
15 as determined by the Secretary of Labor;

16 “(4) be employed for a total period of not more
17 than twelve months, with such maximum employment
18 consisting of one continuous twelve-month period or of
19 two or more periods which together total twelve months;
20 and

21 “(5) shall be paid at the rate set under section 203
22 (a) (3).

23 “(b) Of the sums appropriated under section 207 (b)
24 for the fiscal year beginning October 1, 1976, not more than
25 twenty-five per centum shall be made available for grants

1 under this section. Of the sums appropriated under section
2 207 (b) for the fiscal year beginning October 1, 1977,
3 thirty per centum shall be made available for grants under
4 this section. Amounts reserved for this section in any subse-
5 quent fiscal year shall be determined by the Congress after
6 receiving the recommendations of the Secretaries of Agricul-
7 ture and Interior in the report required by section 205.
8 Legislation containing the recommended amounts shall be
9 reported by the House Committee on Education and Labor
10 and the Senate Committee on the Interior within 90 days
11 from the date such report is referred to them.

12 " (c) The States, in employing young adults in the ex-
13 tended grant programs authorized by this section, shall have
14 the same duty, with respect to common facilities and projects,
15 as is imposed on the Secretaries under section 203 (b).

16 "SECRETARIAL REPORTS

17 "SEC. 205. The Secretaries shall prepare jointly and
18 submit to the President and the Congress a report detailing
19 the activities carried out under this title for each fiscal year.
20 Such report shall be submitted not later than February 1
21 of each year following the date of enactment of this Act.
22 The Secretaries shall include in such report such recom-
23 mendations as they deem appropriate for changes in the
24 percentage of funds allocated to States under section 204 (b).

1 "TIME PERIOD FOR PLANNING AND PREPARATION

2 "SEC. 206. (a) During the period beginning on the
3 date of enactment of this title and ending on February 1,
4 1977, the Secretaries shall prepare a plan to carry out the
5 activities authorized by this title and prepare the site loca-
6 tions, facilities, and equipment selected in the plan. Such plan
7 shall contain an estimate of the annual costs of carrying out
8 the activities authorized by this title, a procedure for selecting
9 candidates for the extended Corps, a list and description of
10 the work projects initially selected by the Secretaries for
11 the extended Corps to carry out under this title, and a list
12 and description of site locations, facilities, and equipment
13 initially selected by the Secretaries for work camps to be
14 used by the extended Corps under this title. In preparing
15 such plan, the Secretaries shall plan for a capacity of the
16 extended Corps to employ one hundred thousand young
17 adults under this title during its first fiscal year of operation,
18 three hundred thousand young adults during its second fiscal
19 year of operation, four hundred thousand young adults
20 during its third fiscal year of operation, and five hundred
21 thousand young adults during its fourth fiscal year of opera-
22 tion. In selecting work projects for the extended Corps, the
23 Secretaries shall give priority to reforestation, timber stand
24 improvement, fighting forest fires, trail and campground im-

1 improvements, and control of insects, diseases, soil erosion, and
 2 floods. In selecting facilities for Corps work camps, the
 3 Secretaries shall utilize existing facilities, including military
 4 facilities, whenever possible.

5 “(b) No young adults shall be employed in the extended
 6 Corps under section 202 and no grants shall be made to the
 7 States under the extended grant program of section 204 (a)
 8 until June 1, 1977.

9 “(c) The Secretaries shall submit to the Congress the
 10 plan they prepared pursuant to subsection (a) on February
 11 1, 1977. If neither House of Congress disapproves such
 12 plan within sixty days after its submission, such plan shall
 13 be deemed approved.

14 “AUTHORIZATION OF APPROPRIATIONS

15 “SEC. 207. (a) There is authorized to be appropriated
 16 to the Secretaries for preparing the plan required under sec-
 17 tion 206 of this Act, and for preparing the sites, facilities,
 18 and equipment selected in such plan (utilizing persons eligi-
 19 ble for employment under this title, where practicable),
 20 \$50,000,000 for the period beginning on the date of enact-
 21 ment of this title and ending on the two hundred and fortieth
 22 day after such date.

23 “(b) There are authorized to be appropriated in addi-
 24 tion to the amounts appropriated under subsection (a) such

1 sums as may be necessary for the fiscal year beginning
2 October 1, 1976, and for each of the three succeeding fiscal
3 years, for the purpose of carrying out this title.”.

4 SEC. 3. The Youth Conservation Corps Act is further
5 amended by—

6 (1) inserting immediately after the enacting clause
7 the following:

8 “TITLE I—YOUTH CONSERVATION CORPS”;

9 (2) redesignating sections 1 through 6 as sections
10 101 through 106, respectively;

11 (3) striking out “section 6” in section 104 (d) (as
12 redesignated by clause 2 of this section) and inserting
13 in lieu thereof “section 106”; and

14 (4) striking out “Act” each place it appears in
15 sections 101 through 106 (as redesignated by clause 2
16 of this section) and inserting in lieu thereof “title”.

Passed the House of Representatives May 25, 1976.

Attest: EDMUND L. HENSHAW, JR.,

Clerk.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

JUN 16 1976

Dear Mr. Chairman:

This is in response to the request of your Committee for our views on S. 2630, a bill "To amend the Youth Conservation Corps Act of 1970 (84 Stat. 794)", and H.R. 10138, a similar Act "To create the Young Adult Conservation Corps to complement the Youth Conservation Corps."

We strongly recommend against the enactment of this legislation.

S. 2630 and H.R. 10138 would amend the Act which established the Youth Conservation Corps to create a Young Adult Conservation Corps to provide up to 12 months of employment for those between the ages of 16 and 24 on public lands and waters of the United States and of the several States. These bills would provide an initial one-year planning period followed by four years of program operation. Planned enrollments would range from 100,000 in the first year to 500,000 in the fourth year. Preference would be given to applicants and projects within counties having a rate of unemployment equal to or in excess of 6 percent for three consecutive months. Both S. 2630 and H.R. 10138 would authorize the appropriation of such sums as are deemed necessary to carry out the purposes of the bills. S. 2630 provides that 30 percent of the funds appropriated would be used for grants to support the Young Adult Conservation Corps at the State level.

The establishment of a program such as the one being proposed in S. 2630 and H.R. 10138 could have serious adverse effects on this Department's ability to accomplish our basic program responsibilities. It would require a large, full-time staff that could only be obtained by diverting resources from other programs or by adding to Federal budget deficits.

In order to accommodate the numbers contemplated by these bills efficiently, it would be necessary to operate camps of one to two hundred people or greater numbers. Many of our smaller installations such as our National Wildlife Refuges and Fish Hatcheries simply do not have the size or the work projects necessary to sustain camps on a year round basis. In addition to the physical impact of such a program on our ability to manage

our present programs, we would more severely strain our management capability by adding the burdens of maintaining order and discipline; of providing shelter, subsistence, sanitation, supplies, and equipment; and other services necessary to the health and well being of a resident community on a year round basis.

This Department also opposes this legislation because:

- (1) Such a program would be contrary to the Administration's approach to reducing unemployment through Federal tax and expenditure policies that improve the economy so as to provide lasting employment in the private sector;
- (2) There are already several Federal Programs and mechanisms that are helping both urban and rural unemployment, principally those authorized by the Comprehensive Employment and Training Act (CEA);
- (3) The enactment of this legislation, potentially adding more than thirteen billion dollars to the budget over five years, would be completely contrary to the President's goal of restraining the growth of Federal spending and balancing the Federal budget.
- (4) The costs associated with the legislation are not realistic and would in fact approach \$10,000 per man year which would cost up to thirteen billion over five years.
- (5) The provision for a one House Congressional veto of executive actions without Presidential approval would be unconstitutional.

The Office of Management and Budget has advised that there is no objection to the presentation of this report and that enactment of S. 2630 or H.R. 10138 would not be in accord with the program of the President.

Sincerely yours,


 JOHN KYL
 Assistant Secretary of the Interior

Honorable Henry M. Jackson
 Chairman, Committee on
 Interior and Insular Affairs
 United States Senate
 Washington, D. C. 20510



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON D. C. 20250

June 22, 1976

Honorable Henry M. Jackson
Chairman, Committee on Interior
and Insular Affairs
United States Senate

Dear Mr. Chairman:

As you requested, here is our report on H.R. 10138, an act "To create the Young Adult Conservation Corps to complement the Youth Conservation Corps." and S. 2630, a bill "To amend the Youth Conservation Corps Act of 1970 (84 Stat. 794)."

The Department of Agriculture strongly recommends that neither H.R. 10138 nor S. 2630 be enacted.

H.R. 10138 and S. 2630 would similarly amend the Act of August 13, 1970, as amended (84 Stat. 794, as amended; 16 U.S.C. 1701-1706) to create a Young Adult Conservation Corps that would complement the Youth Conservation Corps. The Young Adult Conservation Corps, administered jointly by the Secretaries of Agriculture and the Interior, could provide up to 12 months of employment for persons between the ages of 16 and 24 on public lands and waters of the United States and of the several States. Federal grants to support the Young Adult Conservation Corps at the State level would be provided.

We understand the desire of some to extend the Youth Conservation Corps concept to young adults. In the Department of Agriculture, we are especially mindful of employment problems facing people in rural areas. However, we must view unemployment from a national perspective, and we must evaluate the total Federal response to unemployment within the scope of what the nation can financially afford and what the Federal Government can operationally provide.

While the Federal Government has provided some emergency jobs during periods of high unemployment, it is the private sector, in rural as well as urban areas, that must provide the long term development of new jobs. The Administration's primary approach to reducing unemployment is through Federal tax and expenditure policies that improve the economy so as to provide lasting employment in the private sector. We believe these policies will continue to be of long term value to both rural and urban areas. Enactment of H.R. 10138 or S. 2630 would conflict with these policies in that additional temporary Federal employment would be provided at the expense of permanent private

Honorable Henry M. Jackson

2

employment. The large Federal expenditure that would be required would also be inflationary and thereby weaken the current economic recovery. It would be totally inconsistent with the President's goal of reducing the growth of Federal expenditures.

There are already several Federal programs and mechanisms that are helping both the urban and the rural unemployed. Primary among these are activities authorized by the Comprehensive Employment and Training Act (CETA) of 1973, as amended (29 U.S.C. 801 et seq.). CETA provides flexible, decentralized State and local employment and training programs that focus directly on those most in need. We defer to the Department of Labor for the details of CETA and its activities for disadvantaged youth.

The proposed Young Adult Conservation Corps would have a high per-person cost, and the program would substantially increase the Federal deficit. Assuming that corpsmembers were paid the Federal minimum wage of \$2.30 per hour and that the Federal Government made Social Security contributions on behalf of participants, the compensation cost per man-year would be about \$5,000. We estimate that about \$2,000 per man-year would be needed for supplies, materials, and on-the-job transportation; \$2,000 per man-year would be needed for general administration and program management costs; and \$750 per man-year would be needed for supervision. Even if a maximum effort was made to emphasize non-residential camps and to use existing residential facilities, the cost of the Young Adult Conservation Corps would average at least \$10,000 per man-year.

This estimate may appear high when compared to the average per-person cost of \$1,400 for the 8-week Federal YCC program in 1974. However, we believe that the proposed Young Adult Conservation Corps would, because of its size and year-round operation, require larger per-person expenditures for support facilities and staff personnel. While residential camps provide the best opportunities for a well-balanced and effective program, they also add greatly to program costs, particularly when operated yearlong.

H.R. 10138 would require the Federal Government to plan for a Young Adult Conservation Corps having 100,000 corpsmembers the first year, 300,000 the second year, 400,000 the third year, and 500,000 the fourth year. If the program actually operated at those levels and assuming a cost of \$10,000 per man-year, the Federal expenditure would be \$13 billion over a 4-year period. Even if the program operated with a much smaller enrollment or at a lower per-man-year cost, the Federal outlay would be several billion dollars. The proposed Young Adult Conservation Corps would thus have major impacts on the Federal budget at a time when the President is seeking a balanced budget. Each dollar of Federal deficit effectively removes another dollar of potential capital from the private sector, thus weakening the Nation's major source of permanent employment.

Honorable Henry M. Jackson

Enactment of H.R. 10138 or S. 2630 would have major impacts on many other programs within the Departments of Agriculture and the Interior. A large Young Adult Conservation Corps operated over a 4-year period would require a large, well-qualified, full-time staff. Such a staff could be obtained only by diverting existing employees from other important programs or by significantly increasing personnel ceilings and expenditures within the two Departments. In addition, we foresee that a substantial amount of support would be needed from the Department of Defense, the Department of Labor, and the General Services Administration. The need for vehicles and other supplies and equipment would be particularly great.

In summary, we strongly recommend that neither H.R. 10138 nor S. 2630 be enacted, because they would be an inappropriate response in light of existing programs and resources, they would be very costly, and they would be inconsistent with other programs, priorities, and fiscal policies of the Administration.

The Office of Management and Budget advises that there is no objection to the presentation of this report, and that enactment of H.R. 10138 or S. 2630 would not be in accord with the President's program.

Sincerely,

John A. Knobel
John A. Knobel
Under Secretary

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUN 23 1976

Honorable Henry M. Jackson
Chairman, Committee on
Interior and Insular Affairs
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

This is in response to your request of June 2, 1976 for the views of this Office on S. 2630, a bill "To amend the Youth Conservation Corps Act of 1970 (84 Stat. 794)", and H.R. 10138, a similar Act "To create the Young Adult Conservation Corps to complement the Youth Conservation Corps."

In statements before your Committee on June 17, 1976, the Departments of Agriculture and Interior explained in detail the Administration's reasons for strongly opposing enactment of S. 2630 and H.R. 10138. To summarize briefly, these bills represent an extremely expensive new Federal program which would be counter to the Administration's program to promote long-term employment opportunities in the private sector through Federal tax and spending policies. They also do not recognize the substantial programs for youth employment that are already in operation, nor the severe operational problems created by the proposed approach.

In addition to programmatic and budgetary objections, we are strongly opposed to the provision in the bills which would enable executive actions to be overturned by a single House of Congress. This provision would violate the constitutional separation of executive and legislative powers.

We concur with the views expressed in the statements of the Departments of Agriculture and Interior and, accordingly, strongly recommend against enactment of S. 2630

and H.R. 10138. Enactment of S. 2630 or H.R. 10138 would not be in accord with the program of the President.

Sincerely,

James M. Frey

James M. Frey
Assistant Director for
Legislative Reference

The CHAIRMAN. Our first witness this morning is Congressman Lloyd Meeds. I want to say that Congressman Meeds is the driving force behind H.R. 10138, and on behalf of the committee, Congressman Meeds, I want to commend you for a terrific job that you have done on this bill.

May I also say that you have done an excellent job promoting the Youth Conservation Corps from the very beginning and I want to commend you most highly.

**STATEMENT OF HON. LLOYD MEEDS, A U.S. REPRESENTATIVE
FROM THE STATE OF WASHINGTON**

Congressman MEEDS. Thank you, Mr. Chairman. I appreciate those kind words. As is often the case, you forget to mention the father and original author and sponsor of the Youth Conservation Corps, of which the legislation we are discussing today is the progeny and merely an extension of the Youth Conservation Corps originally conceived by you in 1969 and passed in 1970.

It has been perhaps one of the most successful, if not the most successful, youth employment program we have had in the Federal Government since the Civilian Conservation Corps of the 1930's.

Indeed, it started as a pilot program under your sponsorship in 1970 with 2,600 young people and is now a permanent program with over 12,000 this year.

The success of that program, I think, is marked generally by the work produced and the number of young people that have been benefited. I might say this is the lowest dropout program in the entire group of Federal programs, with a dropout rate of 4 to 4½ percent.

The fact is, the worst punishment they have in the Youth Conservation Corps is being sent home. When we get programs where that kind of impetus can be provided by the program itself, I think we are well on the way to achieving that motivation of young people which we all seek in many of the programs.

In addition to the salaries, wages, experience, education that these young people achieve in the Youth Conservation Corps, there is a 75 to 80 percent return to the Federal and State Governments in the enhancement of resources with which they deal.

To give you some idea of the popularity of this program, this year, for the slightly over 12,000 jobs which will be available, there are 120,000 applications. This program has not been heralded, has not been publicized.

Indeed, one writer referred to it as the best kept secret in Washington, D.C. I am proud to have been associated with you in those efforts and to have pushed this legislation on the House side.

As the Chairman will recall, we both knew the Youth Conservation Corps was not extensive enough. First of all, it was only a summer program. Second, the high rate of youth unemployment occurred in other than the summer jobs programs in the age group from 19 through 25.

So, we began to conceive of an extension of this which would meet both of those requirements. Which would, one, make the program a full year program; and two, which would raise the age level from 19 to 25.

As we both felt the bitterness and futility of starting a world, a life of productive endeavor, can be cut off at that early age, where there is both a chronic and endemic employment among young people.

It is not just during periods of high unemployment that young people have difficulty finding jobs, so we conceived the concept of amending the Youth Conservation Corps in 1975, and to use the experience we have gained in the Youth Conservation Corps to provide a Young Adult Conservation Corps, fashioned after the Youth Conservation Corps and the old CCC program of the 1930's.

These concepts that have been achieved in the YCC and the CCC have been tremendously successful for a number of reasons. I would like to impress upon this committee at least my concepts of why they have been successful.

First of all, they have been kept simple. They are primarily young adult work programs. They are not great social programs that are going to go out and try to cure the ills of the world in one fell swoop.

I might suggest to this committee that I think we can do nothing more important for young people than to give them meaningful employment and to make sure they have it.

Above all things, I would impress upon the committee to keep this program a simple program, to not burden it down with a lot of administrative costs and to keep it a work program.

Another thing, which I think made the CCC successful and which makes this even more successful, because we have done more than they did in the CCC, and that is to achieve an economic and ethnic mix and a mix of the sexes.

It has not been a poverty program; it has not been a program directed, particularly, to the social problems of this country, but has been, as I have said, a work program which is primarily predicated upon relieving unemployment and of achieving some resource management in this country.

As long as this program and the people in it expect to receive a reasonable days pay for a hard days work, I think the program will be successful.

The social, economic, ethnic and the mix of the sexes, I think, provides for young people to assist the strengths and weaknesses of each other and perhaps the single most important factor in the education process of young people who have been in the program.

What is really needed is employment for young people. As I said before, if you look at the statistics, youth unemployment is always approximately three times as high as adult unemployment. That is not just in periods of high unemployment for both groups.

Even when unemployment is relatively stable, relatively low in this country, still, that job entry, that beginning job, is very difficult for young people to come by. The first question they are always asked when they go to get a job is what experience have you had. And of course, most of them have to say none.

Therefore, this gives them an opening wedge in what can later be a productive job performance in many other jobs.

In the area of crime, I think it is terribly significant that the crime rate among young people is in a direct ratio to unemployment.

First of all, in 1973, of the FBI's recorded index of crimes, young people under the age of 25 years were involved in 55.2 percent of all

crimes indexed by the FBI in this country, young people under that age.

Recently, on "Meet the Press" six chiefs of police of the six major cities of this country, appeared and were questioned by reporters. Near the end of the program, the columnist, Carl Rowan asked all of the chiefs—He said something to this effect, now look, we have talked about a lot of things, but if you had just one thing you could do as chief of police in your city to cut crime, what would it be?

Four of the six of those hard-bitten chiefs of police, whom you might have expected to say more policemen, better street lights, more correctional institutions, and all kinds of other things, four out of the six of them said put young people to work.

Now, there is a direct relationship between youth unemployment and crime. Not only in the cities but in the suburbs and the rural areas of this Nation. This program responds to that.

All of these young people unemployed when there are jobs that really need doing, jobs that are not being done now and were not being done during periods of relatively high unemployment in this country, resource jobs, managing the resources of this country for future generations and creating capital for this country.

For instance, there are 3.5 million acres of national forest lands in this Nation which have been cut over and never replanted, 3.5 million acres and we are going behind today at the rate of 50,000 acres annually.

That is, we are cutting over on the national forests, 50,000 acres more than we are replanting every year. Every year, millions of tons, and perhaps billions of tons, of prime farmland are washed out into our rivers, our streams, our estuaries and our oceans.

This could be prevented by good soil conservation work which could be done by these young people. Trails, campgrounds which have gone to wreck and ruin. In our own State alone, as I am sure you know, Mr. Chairman, there are over 300 miles of trails in the Olympic Park alone, which were originally created and kept up by the CCC in the 1930's, which have now gone to disrepair and can no longer be used.

The problem of fisheries, labor-intensive jobs to increase the resources of this United States, which will provide jobs for other people, which will provide income for people who want to work, jobs which will create and put in the bank of this country the resources, so they can be better used in the future.

The same problems on State lands. One of the good things about this program is that it has 30 percent, or up to 30 percent, of the funding for State-Federal cooperative programs.

We did this, Mr. Chairman, because we felt, in many instances, the Federal public lands are located in areas where the density of population and, therefore, young people is not as heavy as in some other areas.

So, under this program, 30 percent of the funds can be used for State programs which the Federal Government will share the costs of up to 80 percent. These programs, again in our own State, have been tremendously successful and across the United States.

It provides a good method for States with less Federal public lands than others to utilize this program. I could talk about the program for a long time. I really did not intend to extend even this long.

I must say that this bill, as it is presented to this body, is a balanced bill, which responds to the need for jobs for young people and for better management of our resources. It is a change to meet two major problems with the same program, the same dollars and I urge its speedy passage.

The CHAIRMAN. Congressman Meeds, a very fine statement.

I must say, in getting around the country, I have discovered in large metropolitan areas, for minorities, the unemployment rate between 18 and 25 has run, in some sectors, as high as 75 percent for minorities.

This is an explosive situation and I think your comments are so well taken because here you have the young people out of work on one hand; and on the other hand, you have these needs that have piled up in the Department of Agriculture and the Department of Interior over a long period of time and, as you have pointed out, the States have a need likewise.

Fortunately, they are adjacent to the heavy population centers, more so than out West where we have to bring people in from some distance.

I believe the balance here of State and Federal participation is an excellent thing. The Department of Natural Resources in our State started a Youth Conservation Corps many years ago.

Congressman MEEDS. It did.

The CHAIRMAN. That has worked very successfully. Let me ask you one question. What do you see the need for this additional title in the first year as being, in terms of dollars and in terms of additional people that would be put to work?

Congressman MEEDS. Mr. Chairman, we predicated our drafting and conceptualizing of the bill on the basis of putting 100,000 young people to work in the first operational year.

The CHAIRMAN. That is the first 12 months, and then the summer program, of course, would continue.

Congressman MEEDS. The summer program would continue at its present rate. Hopefully, at an increased rate. It has authority for \$60 million, which should provide somewhere in the area of 60,000 people between 14 and 18 in summer programs.

This program would go, as it is drafted and sent here to the Senate, would go from 100,000 the first operational year to 300,000 the second operational year, 400,000 the third operational year, and 500,000 the fourth operational year. We have provided, in this bill, \$50 million as startup money.

The purpose of this, Mr. Chairman, is our experience with the YCC and with the witnesses from the Department of Agriculture and the Department of the Interior. I think the Job Corps was an excellent concept, but what we did, we threw \$300 million on the table and said have a program.

There were many difficulties in starting that program at that level. As a consequence, the Job Corps had problems at the outset, problems which it never really overcame in the public's mind. We would not like to see that happen with this program.

We have therefore asked for a period of time from the passage of the bill until October 1, 1977, as a startup period, during which time young people could be used in the program to build the facilities to plan the programs which the Department of Agriculture and the Department

of Interior will come back to the Congress with and say, this is how we expect to spend the money, this is where we have used the young people, this is the kind of job we are doing, this is the pay, and so on.

We expect a good program, ready to start in October 1977, which is well developed.

The CHAIRMAN. I think another distinction too, as far as the Job Corps is concerned, is that the Park Service, Bureau of Land Management, and so forth have a built-in capability to move rapidly in terms of projects and to find the appropriate use for these young people. I think the comparison, therefore, from the standpoint of achievement, is just like night and day.

Congressman MEEDS. I agree with the chairman.

The CHAIRMAN. The other program is ad hoc, they were trying to set up camps all round. It was an effort to do a lot in a short time without any real planning.

Congressman MEEDS. I think a study of the Job Corps will show those programs which were administered by the Forest Service, by the Department of Interior, were infinitely more successful than some of the others.

The CHAIRMAN. I want to say this. Wherever I have traveled, whether it is a Republican or Democratic audience, when you talk about young people and you talk about unemployment and you mention the old CCC, you get people standing up in the audience; either they were in or someone in their family was in, and it was the greatest program of the century in terms of jobs. They can still see the evidence of it. I think there has never been a single attempt on the part of Government to provide direct employment, as it relates to our own resources, that has been better received than the CCC. This is in that tradition.

Congressman MEEDS. Indeed it is, Mr. Chairman.

The CHAIRMAN. It is an effort to improve upon that experience.

Congressman MEEDS. This program will sustain itself totally, on an economic basis, in providing income and in providing enhancement to our resources, but, think of the social value of the program.

I think there is probably nothing more debilitating to a human being than a life of nonproductivity and think of the futility of young people trying to find a job and being, in effect, launched into a life of futility rather than one of productivity.

It is absolutely impossible to determine the results on society of that problem, but there are millions of young people today who do not have a chance to get a job.

The CHAIRMAN. I want to make another point. A youngster who has had an opportunity to be in the out-of-doors, to work in the out-of-doors dealing with nature, by that experience, that youngster is going to be far better adjusted. He is not going to be bent on violence, in my judgment.

I, again, want to emphasize the heavy unemployment of minority youth. I have found that these young people, many of them have never been on a camping trip. We found, in Seattle, in the inner-city, some 75 percent had never been to Woodland Park which is only a few miles away. Some of them, I think 95 percent, have never been at the Snoquame National Forest which is only 45 minutes away, or been to Mount Rainier or the North Cascades or the Olympic National Park.

It seems to me on every count the value of this program is something you cannot measure in dollars alone. Take these kids out of the hot, steamy metropolitan areas of this country, and give them a chance to work in the forest for a year; you may save the burning of a city. You can pay for the whole appropriation by averting a single riot in a large metropolitan area.

This is something that has to be looked upon as a program that transcends just a job because of its social implications and its contribution to the long-range improvement of a significant segment of our society.

I want to extend my deep appreciation for your leadership pushing this through. We are going to do our best to get this through the Senate. We will try to move it without any significant amendments so we can send it to the President. I hope the President will see fit to approve this.

Congressman MEEDS. Thank you, Mr. Chairman, and again, my commendations to you on this program.

The CHAIRMAN. Congressman Duncan, I should say Bob, we are delighted to have you here. I express my appreciation of your support of the program. I know of your distinguished service in the House and I know of your great interest in this legislation from the standpoint of being a member of the Appropriations Committee.

Not only that, you come right out of the area that needs this kind of help, the great State of Oregon, which has more area to be better managed than any State in the Union. I want to thank you too, for the way in which you and Congressman Meeds have been working together on this.

STATEMENT OF HON. ROBERT DUNCAN, A U.S. REPRESENTATIVE FROM THE STATE OF OREGON

Congressman DUNCAN. Mr. Chairman, I appreciate those statements. I really feel the persuasive eloquence of Congressman Meeds and myself are much less imperative as I see you in the Chair.

I know the history of your sponsorship of this legislation indicates a measure of sympathy that this legislation sets out.

Congressman Meeds has been very active on this and I think we ought to pay proper respect to Chairman Daniel, of the subcommittee, Chairman Perkins, and the majority leader, Mr. O'Neill.

I have a prepared statement to be included in the record.

The CHAIRMAN. It will be included in the record as if read.

Congressman DUNCAN. As you know, Congressman Meeds and I both had bills. The bill that is before you, that passed the House, substantially incorporates the ideas of both and has my total and complete support.

As you have already indicated, this is not a new idea. This is based upon the CCC program and is founded upon what most people today consider to be the best of the depression fighting agencies of the 1930's.

As you have indicated, they were remembered very fondly. We still use much of what that old CCC produced. I was delighted you and Congressman Meeds indicated not the least of what the CCC program produced, were the men that it produced.

I know in my own State, and I assume it is true in others, every walk of life is leveled with the productive capacity of the graduates of the old program of the Civilian Conservation Corps. They are in government, in business, in labor, and in every segment of our society.

I think seldom does one piece of legislation do as much and have as much for so many in it, as does this particular bill.

As has been indicated, it will reduce unemployment in the age groups in which it is the highest and in the category of skills in which we find the people most difficult to employ.

These will be highly labor-intensive operations which will employ largely unskilled and semiskilled people. In a sense, it could be considered as a start on the Humphrey-Hawkins bill. It could be considered without some of the drawbacks we see attached to that. It could be considered a start, to both political parties, redeeming the full employment planks to which they have both been committed for so many years.

There is no doubt, in my judgment, it will reduce crime in the streets and the capital investment it will make on the lands, in the forests, and on the waters of this Nation alone, make it eminently justifiable.

As the chairman knows, those great natural resource agencies upon which we depend not just for the products that are becoming increasingly in short supply, but for the very elements on which we depend to produce those products, have been starved for investment for years.

It is a negative attitude on what I still call the Bureau of the Budget plus the terrible contest for funds for operating expenses we must go through for each appropriation process.

It is not just a Bureau of the Budget, or whatever its present name is of this administration, it has been typical of the problems we have had getting the capital investments from that office, regardless of what the political complexion of the administration might be.

It has been suggested by some of my colleagues from the East, of course we Westerners of the great softwood forests would be for this, but I tell them there is something in it for them too. Well over 60 percent of the timberlands of this country lie east of the Mississippi River and not west. There is much work to be done in the East and the North and the South as well as in the West.

But, even if we concede their point that the work would be done largely in our areas, those youngsters that need the work are going to come off the streets of Providence, Boston, New York, and Atlanta. There is something in this for everybody.

We have got to talk a little bit about the costs. They are important. This program is expensive, as you know. It goes up to, in the fifth year, about \$3.5 billion worth of authority.

We have got to look at this in terms of the absolute number of dollars required. Take a look at it as to what the net costs are going to be and what the cash flow requirements are going to be.

I don't think the net costs are so great if you deduct from the authorizations that are in this bill, the welfare costs you are not going to pay, the unemployment you are not going to pay, the food stamps you don't pay, add the taxes that will be produced as revenues to the Treasury because of the work that is going to be done, and the wages

paid; and add the return on the investment you are making in these capital items of this country and I think you will find the net costs of this program are remarkably small.

We still need to hold down the cash flow and that raises the question of how much it is going to cost per job and on the authorizations in this bill it comes out to about \$7,000 per year, per corpsman. I am not sure it can be done for that. I have heard other estimates as high as \$10,000.

While I appreciate the reasons the chairman suggested for not amending the bill, I would like to suggest one that is probably desirable, basic to the cost, as to what you are going to pay each corpsman.

What we have to do here is pay enough to attract the youngsters into this program and not pay them so much that you deter them from going into the private sector of our economy.

For that reason, in the bill I introduced, I talked in terms of minimum wage and I had it in mind from that would be deducted some reasonable cost for the food, the housing, and that sort of thing that is provided.

I think that is important also because the Forest Service, the Park Service and the Department of Interior hire a lot of people on a temporary basis at the minimum wage from which they must supply their own necessities of living.

I don't think the corpsmen ought to logically get more than those people hired in the regular course of pursuing those agency's business. That is the one suggestion I might make.

The committee and the staff might want to look at line 22 on page 15 of the House bill. I think the simplest thing is if you took out the word "result". I would refer the committee also to the colloquy that took place on the floor of the House between Mr. Ichord and Mr. Quie, on pages 4878 and 4879, where it is clearly stated: "It is the intent of the House that this is the basis on which compensation should be calculated."

I think if you will read that section on page 15 to which I referred, you will agree there is a small measure of ambiguity which could be very easily cleared up.

While I have not discussed it with Congressman Meeds, I would suspect he would have no objection. I have listened to the chairman's comments on the broad basis of support you would expect for this.

I find that is true, too. In the course of preparing my bill, I consulted closely with organized labor, I sent copies of it to the business community in my State and I sent copies to every natural resource agency of every State in the Union.

I had only one mildly adverse reply from a businessman predicated upon cost. After further explanation, even that vanished. I think one could not find a more popular program.

So far, the administration opposes it. They continue to do so according to a conversation I had this morning. I would hope that opposition would vanish, at least to the point that when this bill is presented it would not draw a veto.

I thank you for permitting me to come and testify.

The CHAIRMAN. Thank you, Congressman Duncan. I think your comments have been very helpful.

I must say there is a problem here that you alluded to and that relates to a different scale, in effect, from that which is paid to those regular part-time employees. I take it that is your point?

Congressman DUNCAN. Yes. I don't think we ought to pay the corpsmen less necessarily. I think we ought to be very careful to see that the corpsmen are not getting more than temporary employees doing substantially the same work.

At the same time, I think we ought to keep our net costs, our cash out flow as low as possible so we can spread the benefits of this program among as many young people as possible.

The CHAIRMAN. I commend you for your help on this and we deeply appreciate your statement.

(The prepared statement of Congressman Duncan follows:)

STATEMENT OF HON. ROBERT DUNCAN, A U.S. REPRESENTATIVE
FROM THE STATE OF OREGON

I appreciate, Mr. Chairman, the opportunity that you have extended me this morning, to speak on a program, a bill and an idea that I deem extremely important.

In the darkest days of the Depression-ridden 1930's the Roosevelt administration recruited an army of young men from the nation's troubled cities and sent them to work in the forests of the West. They were paid a dollar a day plus board to build trails, fight fires, plant trees and do other conservation work.

At its height, in 1935, the Civilian Conservation Corps numbered half a million men, scattered in more than 2,500 army-style camps, under supervision of the old War Department.

Inspired by that program and motivated by the severe unemployment problems facing this country, I introduced, on June 6, 1975, H.R. 7692, and subsequently H.R. 9506 and H.R. 9507, entitled the Civilian Conservation Corps Act of 1975. The motivations that led to the creation and introduction of that legislation have not dissipated. H.R. 10138 and S. 2630 the legislation on which I am testifying today, have the same basic characteristics and goals of not only my bill but of the original CCC program of the 1930's and I support them without qualification.

OBJECTIVES OF THE LEGISLATION

I see three principle objectives which this legislation will accomplish. From each of these three, collateral and incidental benefits will follow. Each objective represents an attack on a major problem facing the country today. These three major problems are: (a) unemployment; (b) a rising crime rate; and (c) the poor and deteriorating condition of the great natural resources of this country—forests, rangelands, outdoor recreational facilities, timberlands and water resources.

(a) *Unemployment*

In spite of all that this Congress has done, unemployment is still at an unacceptably high rate in this country. In January 3.7 million persons under the age of 25 were unemployed. I believe the latest national figures to be 9.6 percent unemployment. Among the youth these figures skyrocket to over 20 percent, and among the youth of minority groups even higher. This bill is rified in to that high unemployed age group, from among which the corpsmen and corpswomen, or corps-person if you prefer, will be recruited.

In effect this can be considered a program of government employment of last resort. Its success will be limited only by the funding that we are able to provide for it, because there is virtually no limit to the amount of productive work that needs to be done. The jobs which we will create by this legislation are not of the type which draw such scorn and derision—the paper shuffling type of work that produces no lasting benefits and does little or nothing for the employee's self-esteem.

Furthermore, these jobs are labor-intensive and the money provided will not go for equipment and buildings, but rather predominantly into payroll.

(b) *Crime on the Streets*

The 1976 Report of the Joint Economic Committee stated that " * * * extended idleness for young people with little past work experience will result in severe

social and economic costs." In 1975 72,281 youth in the 16-19 age bracket were arrested for violent crimes and in the same age bracket 380,972 youth were arrested for non-violent crimes, i.e. burglary, motor vehicle theft and larceny.

Carl Rowan, the Washington Post columnist, recently questioned six of the nation's largest cities, asking them one simple question:

"If you have to recommend one thing, one action the country could take to combat the rise of crime, what would it be?"

None suggested more prisons or greater law enforcement or better prison rehabilitation. All six of these officials agreed that efforts to reduce unemployment in the central cities among young men, especially minority young men under the age of 25 years, would be one of the most effective means of reducing the crime rate.

I am confident that all of these CCC-type bills under consideration by this Subcommittee will do far more to reduce crime and channel young lives into productive employment and constructive citizenship than all of the law enforcement monies we have and still continue to appropriate. The CCC will offer constructive alternatives to these young people. Alternatives they do not now have.

(c) *Natural Resource Improvement*

I sit on the Subcommittee of Appropriations dealing with the Department of the Interior and the Forest Service, and including the Bureau of Land Management, the Fish and Wildlife Service, and other resource agencies. When I served in Congress in the 1970's, as in the 1960's and the decades before, the great natural resource agencies have been, and are, starved by the Office of Management and Budget and its predecessor the Bureau of the Budget, as they strive to compete with all other government programs for a share of the federal tax dollar.

As a result of inadequate capital investment, coupled with excessive use in the past,

(a) Our outdoor recreational facilities have deteriorated, and many camp grounds, picnic facilities have been closed and abandoned.

(b) Millions of acres (three and a half million by the last count of only a few months ago) lie fallow and unproductive because we have not spent the money and made the effort to replant. This is a time of soaring lumber prices, increasing demand for wood products, and ever increasing pressures from environmentally oriented groups to diminish the harvesting of trees.

(c) Millions of acres of rangeland are today capable of carrying ridiculously low allotments of livestock because they have been over-grazed and the water holes stomped dry. Continued grazing with no efforts of rehabilitation results in further deterioration. Not only do we lose the capacity to convert forage unpalatable to humans into useful protein to help feed a hungry world, but as the sage brush and the bitter weed take over the bunch grass and the crested wheat, reduced forage for the wildlife results in a diminution of their numbers.

Millions of dollars are needed to replant the national forests and rangelands; to build drift fences; to drill wells; to build water holes; to control grazing patterns; to build trails, picnic facilities, camp sites, and foot bridges.

And all of this work is and can be labor intensive, requiring many people and only simple tools and equipment readily available. And by so doing, we will not only be rehabilitating those who do the work, but we will be insuring the productivity of the land for those who come after us.

While it is true that much of this work is in the western part of this country and thus the West will benefit, it is not exclusively true. Over 60% of the timber of this country lies East of the Mississippi River and in the small wood lots lies our greatest opportunity to increase production.

And even if it were true that the West benefits by the rehabilitation of this land, it is also true that the copsmen will be recruited from the streets of Boston, New York City, Baltimore, Chicago, Kansas City, and those areas will benefit by the rehabilitation of their people.

COST

Any program of government employment, if large enough to accomplish the stated objectives, will require substantial funding. While I respectfully suggest that we look at the net cost as well as the cash flow, I am well aware of the necessity of holding down the latter. "Net cost", or to arrive at the net cost, we should look at the costs of unemployment. We can look past the human costs only to the dollars and cents and realize that here is a huge and unproductive use of the government's cash flow. Can anyone argue that it is not far better to divert funds otherwise to be used for welfare, unemployment compensation and food stamps to productive useful employment that will add to the capital wealth of the nation? Can anyone argue that it is not better to fund a program such as this than to build more prisons

and pay the constantly recurring costs of crime on the streets to which all too many of the youth to be attracted to this program will otherwise devote their energies?

And to these sums referred to above which will be diverted, we must add the tax revenues generated by work programs that are not generated by welfare, food stamps or unemployment compensation. Deducting these items from the total cost of the program makes the net investment modest indeed and by virtually any set of calculations gives us now young forests, verdant grasslands, recreational areas, roads and trails at a very low cost. In a sense, this program anticipates Humphrey-Hawkins in a much more modest fashion.

Realism compels us to return to the cash flow problem, however. This bill is rather carefully drafted to hold these to a minimum. Corpsmen are to be assigned as close to home as possible. Corpsmen are to be used to the extent possible in supervisory positions. Existing facilities are to be used to the extent possible as base camps. Work camps can and should be temporary and comparatively inexpensive. Tents in suitable weather will suffice.

The principal cost per corpsmen will be the wages paid. The problem is to offer enough in wages to attract the people but not to pay so much as to deter any one from accepting employment in private industry. This bill calls for the minimum wage. I see no problem with that so long as there is deducted therefrom appropriate sums for housing, food, clothing, etc., furnished to the corpsmen. So long as the minimum wage is paid, organized labor should not, and I think will not, protest the work proposed to be done. It takes nothing from the work of the private sector or conventional and government agencies who will continue to perform with the conventional work force of which organized labor is such an important part.

On this subject I direct the committee's attention to the colloquy on the Floor of the House at the time of the passage of this bill between Mr. Ichord and Mr. Quie reported on Pages H-4878 and H-4879. Mr. Quie correctly states what I believe the policy should be. In addition to the reasons set up above, Mr. Quie notes that many of the regular employees of the Forest Service receive only the minimum wage from which they must pay their own expenses. Corpsmen certainly should not be in a preferred position.

I am confident that the cost per corpsmen can be held below \$10,000 per year. The lowest recent estimates are \$9,996, supplied by the Forest Service. In passing I would note that the State of California's Ecology Corps has been paying \$100 a month, plus room and board, and has only recently changed to the minimum wage.

COMMUNITY SUPPORT

The reason my bill was not introduced until June 6th of last year was because I was interested in engendering as broad a base of support as possible. I therefore circulated a number of drafts of the bill to representatives from labor, industry, State resource agencies and environmental groups. In addition, I consulted closely with federal agencies as the bill was being drafted.

I wish I could say that the Administration supports this legislation. I can't. I am advised that they are opposed to it because the costs are too high and it is labelled another "Democratic budget buster".

High unemployment under the Nixon-Ford Administration has resulted in a cumulative unemployment deficit of \$235 Billion. Had the economy been operating at full employment over the past eight years, we would have accumulated a full-employment surplus of \$10 Billion. Instead the current economic policies which accept high levels of unemployment have produced an eight year deficit of \$235 Billion.

With respect to the other groups referred to above, I can say that we have received only one adverse reaction—and that was from an industry constituent, who was appalled at the potential cost, and whose reluctance with respect thereto was ameliorated and alleviated following a discussion of the scope of the work and the benefits to be derived therefrom both materially and human.

I do not try to recite all of those from which we have heard. Organized labor was consulted often, and I anticipate their full support. The Sierra Club, Friends of the Earth, the Environmental Study Conference, among others, have indicated their support. We have in our files some 60 letters from State and territorial resource agencies expressing their unqualified support. Our files also contain letters of support from industry, from former CCC corpsmen and from the general public.

I can think of no program that would be accepted by this country with greater approbation than this.

All of the supporting documents I have will be made available to the Committee, if requested. Except for the expense of printing it, I would suggest its inclusion in the record, but prefer not to incur that cost.

SUMMARY

A few years ago everyone was worrying about the impact of the "baby boom" of the 1950's on the school system. And they had cause to worry. For a while the schools bulged and the demand for teachers exceeded the supply. Now the pressure on the schools is easing and the boom babies have hit the job market and the housing supply, particularly the supply of non-family type dwellings.

A recent study done by the University of Oregon points out the problem. About 2.3 million persons now live in Oregon and of these 312,700 are young adults in the 18 to 24 age group. By 1980 this number is expected to reach 335,000.

The fact that the boom babies reached the 18 to 24 age group at the same time that the recession and housing shortage arrived adds further complications. Because of "hard times," fewer members of this age group are going to college, with the result that a greater number than usual are seeking jobs and more are seeking non-family type dwelling units.

Oregon has a net in-migration and the migrants tend to be in the lower age groups. As a result, since 1960, in-migration has added some 53,000 persons in the 18 to 24 age group. Add to this the fact that 41 percent of women 16 years of age or older today are looking for work as compared with 30 percent in 1950. Further add the bulge caused by returning Vietnam veterans and you get an unemployment rate for 18 and 19 year olds twice the overall national unemployment rate. In 1960 the young adults in Oregon's labor force alone numbered 80,000. In 1970 the number was 141,000, and today it is 200,000.

Although this study was done in and for Oregon, it can be applied nationwide. I believe, as many of my colleagues do, that efforts must be begun now to employ this great human resource and to redeem our neglect of our land, our water and our timber. I believe that passage and enactment of legislation such as the CCC bill or the Young Adult Conservation Corps bill is a means toward that end.

I hope and believe that the Administration will change its view and even if they do not move to full support, will at least not veto.

The CHAIRMAN. Next we have a panel consisting of Hon. Richard Hite, Deputy Assistant Secretary, Department of the Interior, Governor H. Aker, Director, Manpower Training and Youth Activities, Hon. Paul Vander Myde, Deputy Assistant Secretary, Department of Agriculture; and Leon Anderson, Director, Manpower Training and Conservation Programs.

STATEMENT OF HON. PAUL VANDER MYDE, DEPUTY ASSISTANT SECRETARY, DEPARTMENT OF AGRICULTURE, ACCOMPANIED BY LEON ANDERSON, DIRECTOR, MANPOWER TRAINING AND CONSERVATION PROGRAMS

Mr. VANDER MYDE. Thank you, Mr. Chairman. We appreciate the opportunity to present the views of the Department of Agriculture on H.R. 10138 and S. 2630, proposals to create a Young Adult Conservation Corps.

H.R. 10138 and S. 2630 would create a Young Adult Conservation Corps to provide up to 12 months of employment for persons between the ages of 16 and 24 on public lands and waters of the United States and of the several States. Federal grants would be provided to support the Young Adult Conservation Corps at the State level.

The Department of Agriculture strongly recommends that neither H.R. 10138 nor S. 2630 be enacted.

We can understand the desire of some to extend the Youth Conservation Corps program concept to young adults. In the Department

of Agriculture, we are especially mindful of employment problems facing people in rural areas.

However, we must look at unemployment from a national perspective, and we must evaluate the total Federal response to unemployment within the scope of what the Nation can financially afford and what the Federal Government can operationally provide.

While the Federal Government has provided some emergency jobs during periods of high unemployment, it is the private sector, in rural as well as urban areas, that must provide the long-term development of new jobs.

The administration's primary approach to reducing unemployment is through Federal tax and expenditure policies that improve the economy so as to provide lasting employment in the private sector.

We believe these policies will continue to be of long-term value to both rural and urban areas. Enactment of H.R. 10138 and S. 2630 would conflict with these policies in that additional temporary Federal employment would be provided at the expense of permanent private employment.

The large Federal expenditures that would be required would also be inflationary and thereby weaken the current economic recovery. It would be totally inconsistent with the President's goal of reducing the growth of Federal expenditures.

There are already several Federal programs and mechanisms that are helping both the urban and the rural unemployed. Primary among these are activities authorized by the Comprehensive Employment and Training Act (CETA) of 1973, as amended.

CETA provides flexible, decentralized state and local employment and training programs that focus directly on those most in need. We defer to the Department of Labor for the details of CETA and its activities for disadvantaged youth.

The proposed Young Adult Conservation Corps would have a high per person cost, and the program would substantially increase the Federal deficit. Assuming that corpsmembers were paid the Federal minimum wage of \$2.30 per hour and that the Federal Government made social security contributions on behalf of participants, the compensation cost per man-year would be about \$5,000.

We estimate that about \$2,000 per man-year would be needed for supplies, materials, and on-the-job transportation; \$2,000 per man-year would be needed for general administration and program management costs; and \$750 per man-year would be needed for supervision.

Even if a maximum effort was made to emphasize nonresidential camps and to use existing residential facilities, the cost of the Young Adult Conservation Corps would average at least \$10,000 per man-year.

This estimate may appear high when compared to the average per person cost of \$1,400 for the 8-week Federal YCC program in 1974.

However, we believe that the proposed Young Adult Conservation Corps would, because of its size and year-round operation, require larger per person expenditures for support facilities and staff personnel.

While residential camps provide the best opportunities for a well-balanced and effective program, they also add greatly to program costs, particularly when operated year round.

H.R. 10138 would require the Federal Government to plan for a Young Adult Conservation Corps having 100,000 corps members the

first year, 300,000 the second year, 400,000 the third year, and 500,000 the fourth year.

If the program actually operated at those levels and assuming a cost of \$10,000 per man-year, the Federal expenditure would be \$13 billion over a 4-year period.

Even if the program operated with a much smaller enrollment or at a lower per man-year cost, the Federal outlay would be several billion dollars.

The proposed Young Adult Conservation Corps would thus have major impacts on the Federal budget at a time when the President is seeking a balance budget. Each dollar of Federal deficit effectively removes another dollar of potential capital from the private sector, thus weakening the Nation's major source of permanent employment.

Enactment of H.R. 10138 or S.2630 would have major impacts on many programs within the Departments of Agriculture and the Interior. A large Young Adult Conservation Corps operated over a 3-year period would require a large, well-qualified full-time staff.

Such a staff could be obtained only by diverting existing employees from other important programs or by significantly increasing personnel ceilings and expenditures within the two Departments.

In addition, we foresee that a substantial amount of support would be needed from the Department of Defense, the Department of Labor, and the General Services Administration. The need for vehicles and other supplies and equipment would be particularly great.

In summary, Mr. Chairman, we recommend that neither H.R. 10138 nor S. 2630 be enacted, because they would be an inappropriate response in light of existing programs and resources, they would be very costly, and they would be inconsistent with other programs, priorities, and fiscal policies of the administration.

This completes my prepared testimony. I will be pleased to respond to any questions.

The CHAIRMAN. Thank you, Mr. Vander Myde. I think maybe it will be a lot easier if we just go right ahead and hear from Mr. Hite and then we can ask questions.

STATEMENT OF HON. RICHARD HITE, DEPUTY ASSISTANT SECRETARY, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY GOVERNOR H. AKER, DIRECTOR, MANPOWER TRAINING AND YOUTH ACTIVITIES

Mr. HITE. Thank you, Mr. Chairman. Our statement is consistent with the position of the Department of Agriculture and with your permission, I will read it into the record.

Thank you for this opportunity to present the views of the Department of the Interior on S. 2630, a bill to amend the Youth Conservation Corps Act of 1970 and create a Young Adult Conservation Corps, and H.R. 10138, a similar bill.

Mr. Chairman, the cited purpose of S. 2630 and H.R. 10138 is to complement the Youth Conservation Corps and provide employment and other benefits for young adults, ages 16 through 24, while reducing the inventory of needed conservation work.

The concept is that through this type of program, jobless young adults can be matched with opportunities to conserve and maintain our natural resources.

We are pleased with the success of the Youth Conservation Corps in the Department of the Interior. Since its inception, and including this year's enrollment, some 56,000 young men and women representing all segments of society will have participated in the Youth Conservation Corps program.

They will have accomplished hundreds of combined conservation and education projects on public lands administered by the Departments of the Interior and Agriculture, and the States.

The 6 years of experience of the Youth Conservation Corps has demonstrated that this kind of program can provide opportunities for young people to obtain gainful temporary employment, develop and maintain natural resources, and gain an improved understanding of the Nation's natural environment.

However, the Department of Interior has some grave reservations concerning establishment of the program proposed by these bills.

The purposes of S. 2630 and H.R. 10138 are not consistent with the administration's primary approach to reducing unemployment through Federal tax and expenditure policies that improve the economy so as to provide lasting employment in the private sector.

The Young Adult Conservation Corps would be a temporary stopgap-type program which would not provide lasting employment or tenure in the private sector.

Indeed, it might reduce the prospects or postpone the achievement of permanent career-oriented employment for many participants who might be employed on public lands far from major job markets.

These bills state that preference for employment shall be given to youth residing in counties having a rate of unemployment equal to, or in excess of, 6 percent for 3 consecutive months.

We understand that many of these counties are located in the eastern States where we have minimal lands and capabilities. Our lands are located mainly in the West, in rural isolated areas, which will require residential types of installations and high travel costs to transport youth across the Nation.

Even though the legislation provides for a 10-month leadtime to establish residential facilities, construction costs would be expensive and adequate permanent facilities could probably not be developed in time to meet the employment targets.

Further, the high construction costs of facilities as well as operation would make this a very expensive approach to reducing unemployment. Vehicles and equipment necessary to support the numbers of corps members anticipated by the legislation would also be very costly.

We have practically exhausted the supply from surplus, and GSA does not have the capability to assist us at this time. We receive some assistance from the military in the Youth Conservation Corps for logistical support, but they would not be able to support a full-time program on a year-round basis without severely limiting their primary mission, the defense of the Nation.

The enactment of S. 2630 or H.R. 10138 would compound the Department's management problems with respect to accomplishing our basic program responsibilities. A complete management structure would be necessary in order to meet the requirements of these bills.

This would be contrary to the administration's policy to reduce employment in the Federal sector.

The costs associated with the legislation approach \$10,000 per man-year which would cost up to \$13 billion over 5 years and, are prohibitive.

In summary, we strongly recommend that S. 2630 and H.R. 10138 not be enacted, because it would be an extremely costly and inappropriate response in the light of existing programs, priorities, and resources, and it would be totally inconsistent with the President's goal of reducing the growth of Federal expenditures.

Mr. Chairman, this completes my prepared statement. I will be pleased to respond to any questions. I have not included information on YCC operation or accomplishments. I would be happy to discuss that matter or to provide information for the record.

The CHAIRMAN. Thank you, Mr. Hite. May I ask just some short, brief questions here and then I have a comment or two.

What benefits have the agencies received from the Youth Conservation Corps to date? First Agriculture, Mr. Vander Myde.

Mr. VANDER MYDE. For the 5-year period since enactment of the Youth Conservation Corps legislation, I think we have received benefits in improvements to land under the jurisdiction of both Departments, which would be appraised at about \$22.1 million, Mr. Chairman.

The CHAIRMAN. To get at the guts of it, in your judgment has it been helpful, effective?

Mr. VANDER MYDE. We have indicated in previous testimony we have been very pleased with the administration of the YCC program.

Mr. HITE. We are pleased with the results of the program. Those were figures of both Interior and Agriculture that Mr. Vander Myde gave you.

The CHAIRMAN. For both?

Mr. HITE. Yes.

Mr. VANDER MYDE. Yes.

The CHAIRMAN. You anticipate approximately the same return from youth participation in the Youth Adult Conservation Corps. I am not getting into your policy question, but I am trying to extrapolate from what we have done in the past, as to how it would apply in terms of effectiveness down the road.

Mr. VANDER MYDE. Yes, Mr. Chairman. I think you could assume you would have a higher return. Such factors as child labor laws, which govern the operation of machinery, would certainly allow those who are more mature and older to operate power equipment and so on.

I think that because of maturity of the individuals, you could assume you would have a higher return.

The CHAIRMAN. You have a backlog of work, do you not, which could meet the employment needs here, in terms of the proposals we have made? Again, I am not getting into the policy question, I want to get facts. You really have a need, is that not correct?

Mr. VANDER MYDE. We do have a backlog of conservation work to be performed. I know you are very familiar with these areas: Reforestation, timber management, recreation, fire prevention, and so on.

We would estimate this approximately 260,000 man-years for the Forest Service.

Mr. HITE. Mr. Chairman, we estimate a backlog of some 460,000 man-years which could be applied to this effort.

The CHAIRMAN. That is very substantial. What role has the military played in the operation of the YCC? Historically we know the old CCC was directed by representatives of the military. They used the Reserves, they were called up, like a company-sized operation and I must say, they did a great job.

Mr. VANDER MYDE. Yes, we have utilized the Department of Defense, Mr. Chairman, in the areas of transportation, equipment, and facilities.

The CHAIRMAN. The military can, of course, in certain areas, play a very low-cost role. When you have military facilities adjacent to a given area and especially equipment, support from the engineers, that sort of thing.

Mr. VANDER MYDE. Yes, sir, that is true.

The CHAIRMAN. My great concern, and what I like about what the House did and in our bill, too, is getting the States involved. In the East, we have so many States that need conservation work done in areas that are adjacent to large areas of population.

I want to say to you gentlemen, I realize you are under OMB directives up here, but I don't know how you could look these people in the eye and say we have nothing to offer you.

I have walked through the streets of large cities in the summer. I was in Hartford last August, it was 105 degrees, unemployment astronomically high, the potential here for trouble is just enormous. The percentage out of work, especially for the minorities, is just overwhelming. I am just disappointed the President does not recognize this fact and really do something. To talk about the private sector doing something, with all due respect, that is baloney.

Let me point out to you, in the initial program, the Administration opposed this way back in 1969. You were up here testifying on an extension of the YCC before this committee in October 1971, and although Assistant Secretary Richard Bodeman testified about the success of the program, the Department, again under restriction from OMB, said, and I quote from page 28 of the hearings, "In spite of this apparent success, however, the Department of the Interior does not believe the enactment of the proposed legislation would be in the highest National interest."

Lest you think this is purely partisan, at the end of his remarks, Senator Stevens, our good friend from Alaska had this to say, on page 29: "I must say, Mr. Secretary, your position is very discouraging to say the least."

I realize the problems you face, but I think, with the high level of unemployment and the persistent nature of it something should be done. I don't care what the economists are projecting, they don't project much relief, certainly nothing under 7 percent this year. And for the youth and the minorities it's much higher. Something has to be done. I say to my colleagues, I don't think we can measure the problems here in terms of dollars. It is in terms of lives saved as well as catching up on the conservation of resources.

I only hope, we can get started on this program. I hope the President will sign the bill. Of course we will have to worry about appropriations to get going next year and then see where we are.

The CHAIRMAN. Senator Metcalf.

Senator METCALF. Thank you, Mr. Chairman. I am in complete accord. Both of the witnesses who are testifying today, I recognize are dedicated employees of their respective agencies.

Insofar as I can ascertain, they perform creditably for those agencies and come up under OMB restraints. I can remember Mr. Hite, when the Civilian Conservation Corps was in operation, they met to draw the boundary of the Yellowstone National Park, so those down in the Gallatin could determine where the boundary was. That hasn't been done since.

As I go through Montana I see line fences and so forth created by that agency. It seems to me that those things should be renewed. Are they on the planning program of the Department of Interior or on the planning program in the National Forest of the Department of Agriculture?

Mr. HITE. Senator Metcalf, they are a part of the responsibility of the Bureau of Land Management. This planning is many, many years behind schedule.

Senator METCALF. It will probably be part of the tricentennial celebration. I remember mission 76 back in the Department of Agriculture for the reforestation program. I think now that mission 76 is mission 2076.

My point is that we have a great tragic group of unemployed in the United States. We have a whole generation who benefited from the Civilian Conservation Corps and we have lots of things we need to do to make out trusteeship of the public lands a viable sort of program.

It seems to me this is one way to handle two very complicated and complex problems. I would hope the President, if we did not accede to your suggestions, would sign this legislation, if it is passed, and help us in the administration and organizing a very important segment of our people so we can get these people out into some sort of development program and, at the same time, preserve some human resources too.

The CHAIRMAN. Thank you, Senator Metcalf, and thank you gentlemen. Do any of you have any further comments?

This is a policy question. The need is not disputed, it is a matter of priorities, what we are going to do about it, we understand that.

Mr. VANDER MYDE. Mr. Chairman, I think it is primarily an unemployment strategy problem and the differences in approaches that exist between the administration and these particular proposals, in terms of providing temporary employment as opposed to permanent employment in the private sector.

Senator METCALF. Mr. Chairman, I am not so sure about that. It is an unemployment strategy problem, but here is an opportunity to take care of our trusteeship of the public lands, to finish up some of the things we have not done for years and years.

As you know, every time you talk about the BLM, and I am very friendly to the BLM, if I were a judge in a court and a trustee came in and said, look, this is how I have administered the public lands for the Bureau of Land Management, I would admonish him and say, you go out and do a better job.

It is not that you haven't done the job, it is that we have not done the job in appropriating the money for it and here is an opportunity for us to get a little bit of manpower out there to get the job done.

This is not a leaf raking sort of thing, this is something to use the unemployed manpower in America for a beneficial program that has been neglected too long.

The CHAIRMAN. Thank you, Senator Metcalf. May I say, gentlemen, we may provide some supplemental questions to be answered in writing. I will ask Mr. Williams to get those out if necessary. I hope you will follow up on Senator Metcalf's comments regarding minority youth.

A great many of them are disadvantaged; they have not had a chance to complete education. This program could be so helpful. I have worked in this area all of my life, I know what it can mean. These kids, when you look at the unemployment statistics, and I also realize they have not even been to a camp. It is incredible. I started going into the Cascades at the age of 10. By the time I was 12 or 13, I would go off on pack trips for a couple of weeks at a time, as you must have in Montana, Senator Metcalf.

I came from a very modest working class family, but we just took off. These kids have not had that opportunity. This is what I am really concerned about and troubled deeply. I see nothing in the offing to take care of these kids. They roam the streets. I look at the other alternative suggestions, there is nothing there. Employment in the private sector is meaningless in terms of the numbers you have got to take care of.

Thank you, you have been very helpful, gentlemen.

The CHAIRMAN. I think the next two witnesses could come together. Dr. Frank Armstrong, associate professor of forestry at the University of Vermont and Mr. Richard Kelley, director, Smokey House project, Danby, Vt.

I am going to ask Senator Metcalf, who has been acting chairman for some time, to take over. I have another meeting going on at the same time in which I am a conferee, and I will have a chance to see your testimony.

I want to thank you gentlemen for coming down here. I know how important this program is in your beautiful State.

Senator METCALF [presiding]. Do you have a prepared statement Dr. Armstrong? Just go ahead and we will then call on Mr. Kelley.

STATEMENT OF DR. FRANK ARMSTRONG, ASSOCIATE PROFESSOR OF FORESTRY, UNIVERSITY OF VERMONT

Mr. ARMSTRONG. I am Frank Armstrong, associate professor of forestry at the University of Vermont. In addition to teaching five forestry courses, I direct a research project under the McIntire-Stennis program concerning youth conservation programs.

My associates and I have been studying the Civilian Conservation Corps (CCC) and the Youth Conservation Corps (YCC) for 5 years.

Although I am presenting these remarks in full consideration of our findings, I represent no organization and I am speaking solely for myself.

In the 1930's, our Nation enhanced the quality of life for nearly 3 million young men in the CCC. They, their families, and their descendants are better Americans because of their experience.

Their conservation accomplishments were well stated by one of our former chief foresters, Col. William Greeley, when he said "... the

corps shouldered through a volume of work that stands above anything in the annals of conservation the world over."

The value of their conservation work has been increasing, with compound interest, for some 40 years.

While working in the CCC, many of the youth learned skills that enhanced their later careers. At the same time, they developed a more favorable social attitude; in fact, the New York City Commissioner of Corrections and the judge of the Chicago boy's court attributed a 50-percent decline in the crime rate to the CCC.

Some of the young men attained employment through the CCC job placement programs. They and others relocated to rural environs where they married, reared families, and have become responsible citizens and leader of the community.

Many of the youth were combat leaders during the war. Almost all of the CCC youth improved themselves physically, mentally, and morally. But most important of all, they learned a work ethic, which by my definition, is the love of physically challenging work, pride in accomplishment, and pride in one's skills.

Today, I am trying to enable additional generations to experience the same enhanced quality of life. The need for a work ethic is greater than ever. There is a tremendous backlog of conservation work to be done.

And our frustrated unemployed youth are spinning their wheels. It is my understanding that the purpose of the legislation, introduced to create the Young Adult Conservation Corps, is similar to the unemployment relief and conservation work objectives of the CCC. As in the CCC, other benefits will be attendant to the primary purpose.

Our research project at the University of Vermont, which to my knowledge is the only one in the Nation currently underway on youth conservation programs, has revealed that the encouragement of a work ethic in today's youth is far more important and far more challenging than in the past.

Accordingly, I suggest that in the concluding paragraph of section 201, line 10 of page 3, the words "develop a work ethic in" be substituted for "other benefits to."

I also suggest that the Director of the Young Adult Conservation Corps be a Presidential appointee. The Director of the CCC, Robert Fechner, was appointed by President Roosevelt.

Director Fechner was a highly respected labor leader, who at the age of 16 became an apprentice machinist with the old Georgia Railroad. His notorious work ethic filtered down through the organization, the crew leaders, also knew as the local experienced men, of the CCC also had a work ethic and knew how to impart their attitude to others.

Furthermore, I recommend that in section 206(a) the secretaries, or the Director, be authorized to commence the preparation and the processing of environmental impact statements for the camp locations during the initial planning period.

If the environmental impact statements are delayed until after the 60-day congressional disapproval period, many months will be consumed in processing the environmental impact statements before construction can start. And possibly some of the environmental impact statements will fail to win approval.

Matters might be expedited, and economies might be affected by including a statement in the enabling legislation environmental impact statement is required for camps that are the same site as CCC camps.

I am also concerned about the administration and the logistics of the one-half-million youth organization called for in the House bill—H.R. 10138—without support from the U.S. Army.

Such an undertaking was attempted in 1933, but it took only a few weeks to realize that it could not be completed within the specified timeframe. The U.S. Army food service program has come a long way from the 1930's. No civilian contractor can match its efficiency and economy.

The Army has an experienced operating organization to provide vehicles and other equipment on a large scale, and to provide for the maintenance. And the U.S. Army Corps of Engineers has the organization to manage a construction program of this magnitude, including the preparation and administration of the environmental impact statements.

I should add at this point that I retired from the U.S. Army with 28 years of service in 1966. I was an officer for all but 3 of those years, and was with the Corps of Engineers for 17 years.

Mr. Chairman, I appreciate this opportunity to make known my views. I am available to assist in any possible way that might enable today's youth to experience the same enhanced quality of life that we extended to the youth of the CCC.

Senator METCALF. I am going to make some other comments a little later, Mr. Armstrong, but I cannot refrain, as a member of the Government Operations Committee, from commenting on your statement that no civilian contractor can match the Army's food service in its efficiency and economy. Having sat through the hearings that Senator Chiles has taken care of in the past few weeks, I would say the corruption of the Army food service is such that it would cost a tremendous amount of money to even get hamburgers out to these YACC employees. When we have evidence they used polluted and uninspected meat and paid as much as \$7 or \$8 a steak for them, we have some cleaning up to do over there in that area too.

Nevertheless, you made an excellent statement. I lived through the Civilian Conservation Corps period myself. One of my best friends in the House of Representatives, who is Congressman Blatnik, was in the Conservation Corps in my area, in the Northwest. He was dropped into the Eastern European countries where he spoke the language. He came back to Minnesota, was elected to Congress, and reelected time after time, and he attributes most of his attainments to the opportunities he was given to participate in the CCC program.

Dr. ARMSTRONG. I had a similar experience.

Senator METCALF. That can be repeated over and over again. I know you, as a historian of this program, know dozens and dozens of such encouraging stories.

Very well, Mr. Kelley.

**STATEMENT OF RICHARD KELLEY, DIRECTOR, SMOKEY HOUSE
PROJECT, DANBY, VT.**

Mr. KELLEY. Mr. Chairman and members of the committee, I am Richard Gray Kelley, Jr., director of the Smokey House project which is located in Danby, Vt., a small community in the southwestern part of the State.

The Smokey House program is conducted under the auspices of the Taconic Foundation which owns the land on which these activities take place.

Smokey House project was initiated in 1974. Its program is based on three interrelated objectives: (1) to provide young people with the experience of real work in order to impart skills and in other ways to assist in the transition from school to work; (2) by means of both accepted and experimental procedures, to demonstrate ecologically sound management of the resources; (3) to show that land thus managed can become more productive and can, therefore, yield a greater economic return.

Before working at Smokey House project and while completing my master's degree at the University of Vermont, I participated, as a crew leader, in the Youth Conservation Corps in Beaver Creek, Idaho, during the summer of 1973.

I also worked in the YCC camp in Idaho City, Idaho, during the summer of 1972, collecting work production data for the University of Vermont.

I am here today to comment before the Senate Committee on Interior and Insular Affairs concerning Senate bill 2630. This bill is being introduced to amend the Youth Conservation Corps Act of 1970 (84 Stat. 794). Senate bill 2630 could provide an excellent opportunity for youth of this country to learn new skills and gain job experience while simultaneously creating direct and indirect benefits to the country.

Because there are some similarities between Smokey House project and the ideas contained in this bill, I will address myself to a few of the principal programmatic issues involved.

If the men and women of the Youth Adult Conservation Corps are to acquire the job experience, training, and fundamental skills required to enter the work force at a competitive level, it has been my experience that they must be exposed to "real work" situations.

"Real work" projects might be defined as those which have a significant economic value and enhance the natural resources. Such tasks exclude "busy" or "make work" activities.

When young men and women are given the opportunity to participate in and complete real work projects, there are at least three immediate benefits: (1) the learning of new fundamental skills; (2) the economic value accrued to a completed project; and (3) the beginning of a "work ethic," or pride, in the accomplishment of a needed task.

The projects to be completed by the Young Adult Conservation Corps should be structured so that the economic value of each project will help compensate for the labor and the materials supplied.

This will also heighten the pride and sense of accomplishment of the workers. In order to develop a "work ethic," the workers must believe that they are achieving a goal of some known value.

Careful consideration should be given in planning work projects and in explaining the benefits to be derived. It has been our experience in this small Vermont program, that there is a higher quality and greater intensity of work when young people are involved in all phases of the project, planning through completion.

A highly trained and energetic staff would be needed to help plan the projects. These people could be recruited from our colleges, universities or other training programs.

For example, young foresters, agronomists, and engineers could be used as crew leaders on various projects. Some consideration might be given to limiting the service of staff members to a specified period of time, perhaps 2 or 3 years.

This would insure an energetic staff and would also give more people the opportunity to participate.

Diversified work projects, or work experiences, would also seem to be important. The young adults may acquire a greater range of basic skills by being able to work on a variety of different types of projects.

A young person could learn truck driving, forestry, or surveying as well as other skills. Whenever possible, projects should have some connection with skills that are needed by the youth in their own communities.

For example, rural men and women could be trained in agriculture, forestry, or surveying; while innercity participants could be trained as park managers, firemen, or construction workers.

In any event, through a diversified program, all participants would be given an opportunity to explore various job areas.

The Young Adult Conservation Corps would also present an excellent opportunity for small scale technological experimentation. For example, a small scale solar, wind, or hydroelectric power station could be constructed to furnish the electrical requirements of a local camp.

The camps could also raise a good portion of their own food. Vegetable gardens, hybrid beef animals, agricultural experimental grain plots, aquaculture, and others could be tried. These experiments could lessen the Federal or State burden of maintaining the camps, and, if carefully structured, could provide valuable information on the success or failure of each experiment.

A third benefit might be an educational and training experience for the participants.

If one objective of the bill is to assist young people in becoming part of the labor force, mental work, as well as physical work, should be stressed. While there is no substitute for on the job training, in order to learn a skill, some young people may require additional basic educational training.

Because we live in a technological society, most jobs require certain minimal levels of reading, writing, and mathematical skills. Oftentimes, it has been my experience at Smokey House, that young men and women lack these skills.

Therefore, it may be necessary to supplement skills that are learned on the job with an evening educational program. One direction that an evening educational program could take is to have the young men and women, under the supervision of a qualified person, teach the needed skills to each other.

Perhaps there should also be consideration given to a followup program in which the participants could be assisted in locating future employment.

Other areas of consideration would include: Recruitment and selection of the participants; determining skill levels, abilities, and interests of program candidates; camp location and construction; community relations; and safety.

Questions to be answered include: (1) Will the program be economically attractive to the unemployed? (2) Are there built-in incentives to discourage dropouts? (3) Are the participants to be randomly selected? (4) What distance from communities should camps be located? (5) Who is to construct and supply the camps? (6) How will relations be maintained between towns and local camps? (7) What provisions will be made for winter projects in northern climates? (8) How will problems concerning race, drugs, and sex be managed? (9) Who is to prepare the environmental impact statements? (10) How will the program be evaluated? By whom? What would be the criteria for success?

Safety considerations should also be explored. Given the hazardous nature of the work involved, a full scale safety program should be initiated. The individuals should be physically, emotionally and mentally capable of withstanding the challenges that the Young Adult Conservation Corps would present.

The United States of America has a tremendous natural resource base. Senate bill 2630 could present an excellent opportunity to improve our resources while relieving unemployment problems. A large program would be initially difficult to implement.

It would require the full cooperation and energies of all agencies involved.

In order to make the Young Adult Conservation Corps successful, its program should have: clear goals, a capable and energetic staff, "real work" projects that will give a sense of pride in accomplishment, and follow up so that the participants will be able to be absorbed in the national work force.

In view of the above, perhaps it would make sense to begin a program such as this on a small scale. A modest pilot project could be established, for an initial period of 1 or 2 years, at a relatively low cost.

Mr. Chairman, with the above considerations in mind, I would like to recommend the establishment of a Young Adult Conservation Corps. I would recommend that such a program begin as a modest, carefully structured pilot project that could be expanded if the initial results prove promising.

I appreciate this opportunity to express my views and would be glad to provide any additional information that might prove useful to the committee.

Senator METCALF. Thank you very much, Mr. Kelley. You mentioned you were in Idaho in one of these camps, do you have gone through the experience in the camps. We have had many of the problems you suggest, local community acceptance, especially in our area, of nonwhite people, urban people who have gone into an environment that is completely unfamiliar, et cetera.

As the camps develop, it has been my experience the people who are there teach the people who are coming in, impress things upon them and so forth, and we did not have the same problems we had in the

immediate inception of getting the camps going. I suppose we should start slowly, but all of these problems that you raise have been solved to a certain extent in our Idaho and Montana camp and in some of the other areas as they have arisen, haven't they?

Mr. KELLEY. It is easier to solve problems in the rural areas than it would be in the cities. It is true the YCC camps, when they are started, are on a small scale and gradually build up, and have been generally successful. The town I live in has a YCC camp, which is an old CCC camp left over from the 1930's. It presently has 35 people in it. Under the House version of this bill, the average size camp would be approximately 200 people. This would effectively double populations in many rural areas and have tremendous impact on these towns and cities.

The YCC camps are left with about 30 or 40 people on an average. Another problem in establishing camps would be camps in city areas. There is no specific requirement in S. 2630 that all camps have to be on Interior or Forest Service lands in the West or Northeast.

Perhaps some of these camps could be set up on various Interior lands surrounding Atlanta, Boston, Los Angeles, and other areas. It could feasibly create additional problems.

Senator METCALF. Camps in the Northeast could be set up on old sites of the Civilian Conservation Corps, even though they were not public lands. Is that your understanding?

Mr. KELLEY. Yes.

Senator METCALF. It is just the areas around urban communities—

Mr. KELLEY. It would be difficult to locate a good camp site around this area. Possibly you could use some existing military bases, but it is critical in the YCC experience, as it would be in the CCC experience, that the campers live at the facility.

I have worked with CETA employees under the guidelines as previously talked about by the administration officials, and the experience is much greater if the people can participate every day in the program.

It also establishes a closer relationship among the participants and they are dependent upon each other for recreational experiences at night, social and other experiences, not just work experiences.

Senator METCALF. I want to thank you both for coming down here and telling us about your experiences and your concepts of what we should do in this legislation.

If it is passed, your suggestions as to how it should be administered should prove very helpful. I don't know if the President will sign such a bill in view of the previous testimony, but if he would consent to sign a bill and launch a program, your suggestions Mr. Kelley and Dr. Armstrong, would certainly be important and your advice would be significant in instituting and developing small pilot plans for the camps.

Mr. KELLEY. I believe a small pilot project would have the best chance of success in passing the administration.

Senator METCALF. Thank you for coming down here. You have both been very helpful.

The final witness is Mr. S. Bobo Dean, attorney at law. Mr. Dean, you have a far flung and widespread group of constituents from Idaho to Alaska.

We are delighted to have you here representing some of the members of the Indian community.

**STATEMENT OF S. BOBO DEAN, ATTORNEY AT LAW, REPRESENTING
THE OGLALA SIOUX, NEZ PERCE TRIBE OF IDAHO, PUEBLO OF
LAGUNA, AND METLAKATLA INDIAN COMMUNITY, ALASKA**

Mr. DEAN. My name is S. Bobo Dean and I am an attorney associated with the Washington firm of Fried, Frank, Harris, Shriver and Kampleman.

I am testifying on behalf of the Oglala Sioux Tribe of the Pine Ridge Reservation, the Pueblo of Laguna, the Nez Perce Tribe of Idaho, the Metlakatla Indian Community in Alaska, the Hualapai Tribe, the Salt River-Pima-Maricopa Indian Community, the Cheyenne River Sioux Tribe and the Association on American Indian Affairs.

The program authorized by the existing Youth Conservation Corps, and, even more, the new programs contained in the proposed Young Adult Conservation Corps are uniquely adapted to the most pressing needs of Indian reservation communities, the needs which result from the extremely high unemployment rates which are almost universal in reservation communities.

I am sure that all of the members of this committee are aware of the extreme hardship under which most reservation Indians live. The 1970 Census Bureau statistics show that on many reservations 60 to 70 percent of reservation families live below the poverty line.

It is difficult even to imagine the implications of such levels of poverty when compared with the usual levels in non-Indian communities.

On the Pine Ridge Reservation of the Oglala Sioux Tribe, the unemployment rate generally runs around 55 percent of the civilian work force. Many reservations are heavily dependent for such employment as does exist on a single industry. Our client, the Metlakatla Indian Community, for example, now faces a serious economic crisis due to the deterioration of the fishing industry in southeastern Alaska. Our tribal clients have long been convinced that the absence of meaningful job opportunities is the primary social problem with which they have to deal in governing their reservations effectively. Our clients, therefore, fully support the proposed expansion of the Youth Corps program. The kinds of jobs which can be funded under the program include work which many tribes desperately need done on their own lands.

The Oglala Sioux Tribe is now engaged in the development of a park system with the cooperation of the National Park Service, including the most scenic Badlands region in the west, or at least in South Dakota, perhaps I should say. Jobs funded under this program could help the tribe increase substantially the scenic and recreational value of its land as well as providing job opportunities for its people. While this program does just what our tribal clients want done, under the present law the program is administered in a way which significantly discourages Indians from participating in its benefits.

This is done in two ways: (1) While other governmental bodies receive grants to operate programs on their lands, Indian tribal lands are treated for purposes on the program like federally-owned land and the Bureau of Indian Affairs is expected to operate Youth Corps projects on Indian reservation lands.

At first very little was done to implement the act on reservations. More recently, the Bureau has established a number of camps on tribal lands which are now funded at approximately \$800,000 per year. This is the first year in which that funding level has been reached.

While the Bureau has contracted some of these projects to Indian tribes for operation, many such projects on reservation lands are not tribally operated.

In 1975, Congress enacted the Indian Self-Determination and Education Assistance Act, Public Law 93-638. This committee was instrumental in the enactment of this landmark charter of Indian rights.

In section 2(a) of that act, the Congress found that:

... the prolonged Federal domination of Indian service programs has served to retard rather than to enhance the progress of Indian people and their communities by depriving Indians of the full opportunity to develop leadership skills crucial to the realization of self-government, and has denied to Indian people an effective voice in the planning and implementation of programs for the benefit of Indians . . .

The need for Indian programs such as those established by the Youth Conservation Act and the proposed amendment under consideration today is undoubted. It is the view of our clients that these programs should be administered by Indian tribes themselves in the spirit of Public Law 93-638. The fact that Indian tribal land is held in trust by the United States is no justification for leaving the management of Youth Corps projects on Indian reservations under the Interior Department rather than the elected tribal governments of the reservations. The proposed amendment to S. 2630 submitted with this statement would follow the spirit of current congressional policy in Indian affairs by authorizing grants to Indian tribes on Federal reservations for Youth Conservation Corps projects.

I would like to add to that, the fundamental model which we followed in preparing the amendment was the especial title on Indian affairs of title II of the Comprehensive Manpower and Training Act. No. 2 is a second weakness in the existing law is the requirement that projects located on Indian reservation lands enroll substantial numbers of non-Indians. As the Interior Department has interpreted the existing legislation at least 50 percent of the enrollees in a Youth Corps project located on an Indian reservation must be non-Indians. Most Indian reservations are set apart either by treaty or by statute for the exclusive occupancy of a tribe of Indians.

Senator METCALF. That is absolutely not true. That is absolutely not true. Most Indian reservations have Indians and non-Indians on them.

Mr. DEAN. Let me explain what I mean by that—

Senator METCALF. Take the Blackfeet Indian Reservation, the Flathead Indian Reservation, the Oglala Reservation, the Pine Ridge Reservation, the Northern Cheyennes, the Crow, they have almost as many non-Indians as they have Indians.

Mr. DEAN. If I could respond, I could explain what I mean. I am not meaning to suggest there are not Indian reservations with non-Indians who reside on them.

Senator METCALF. Go back and read the statement you made.

Mr. DEAN. I said most Indian reservations are set apart either by treaty or by statute for the exclusive occupancy of a tribe of Indians.

I think that statement, if you will allow me to explain what I mean by it, is correct. Treaty reservations were set apart, the Oglala Sioux are an example. By terms of the treaty for the occupancy of that tribe, through the years for a variety of purposes and reasons, non-Indians have come to reside within the reservation, but it is still the case on the Pine Ridge Reservation, within the present boundaries of the Pine Ridge Reservation, the great majority of the population is Indian and that is true, I think, on the majority of reservations.

I don't suppose to suggest there are not non-Indian residents. If I can complete this portion of my statement—

Senator METCALF. You can complete the statement and I will accept it. It is your statement, you are bound by it.

Mr. DEAN. What I mean by the reference to the language—

Senator METCALF. I don't care what you mean. You are not under oath. I don't care if you present an untrue statement. It doesn't make any difference to me.

Mr. DEAN. I want to explain it, I want to communicate what I mean.

Senator METCALF. I think you have communicated what you mean and it is not true.

Mr. DEAN. The law does not preclude, in certain circumstances, non-Indians living on an Indian reservation. On the other hand, the Navajo Reservation was set apart by treaty, as a technical matter of law, for the exclusive occupancy of the Navajo Tribe.

There are conditions under which non-Indians reside within the reservation. There is a basic principle of Federal law that Indian tribes have a right to set the conditions under which non-Indians reside on tribal lands.

I certainly did not mean to suggest by the statement that we do not have non-Indians living within reservation boundaries.

We understand that many tribes have expressed concern at the proposal to utilize projects located on land which belongs to them to alleviate non-Indian, off-reservation unemployment, when their own unemployment rate exceeds 50 percent of the work force. There is, indeed, some irony in attacking the problem of drastic Indian reservation unemployment by bringing in outside non-Indians to fill federally created jobs on the reservation.

The attached amendment would deal with this problem by providing that the grants made to Indian tribes would be specifically for the employment of Indians.

Many of the members of this committee have visited reservations such as Pine Ridge or Cheyenne River or Hualapai. You are fully familiar with the need for just this kind of program on such reservations, especially for a program which focuses on meaningful job opportunities for young people.

I have not, therefore, recapitulated in detail the statistics on reservation poverty and unemployment. However, I would be glad to provide a supplemental statement if you wish.

Our clients are convinced that a program like this, if it is adequately funded and administered consistently with the new spirit of Indian self-determination, would be as much of a landmark for Indian people economically as the Indian Self-Determination Act has been in the area of Indian self-government.

Thank you.

Senator METCALF. Thank you very much for your statement. We will accept it for what it is worth.

[The amendment referred to by Mr. Dean follows:]

INDIAN AMENDMENT TO THE YOUNG ADULT CONSERVATION CORPS BILL (S. 2630)

Amend Section 3 as follows:

On page 9, line 6, strike "." and insert in lieu thereof: "; and

(6) inserting after subsection 103(c) (as redesignated by clause 2 of this section) the following new subsection (d):

"(d) The Secretary of the Interior shall make grants to Indian tribes on Federal reservations for the operation of Youth Conservation Corps projects for Indians on tribal lands held in trust by the United States from sums appropriated under section 106 and section 207 for any fiscal year." "

Senator METCALF. I think this concludes the hearing on the two bills, S. 2630 and H.R. 10138.

The record will be kept open for 2 weeks for correction or additional material. The committee will stand in recess, subject to the call of the Chair.

[Whereupon, at 11:50 a.m. the hearing was adjourned, subject to the call of the Chair.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD



1319 Eighteenth Street NW Washington DC 20036 telephone (202) 467-5810

June 18, 1976

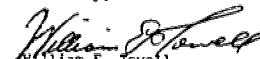
The Honorable Henry M. Jackson, Chairman
Committee on Interior and Insular Affairs
United States Senate
Washington, D. C. 20510

Dear Senator Jackson:

The American Forestry Association is very much interested in legislation to establish a Young Adult Conservation Corps. I talked with Mr. Tom Williams of your Interior Committee staff about two weeks ago and offered to testify before your Committee, if invited. Apparently, the hearing was very restricted as to time and number of witnesses that could be heard. However, I would like to file a statement for the record and emphasize the strong position of The American Forestry Association for such legislation.

Perhaps the best testimony I can offer is that given before the House Committee on Education and Labor last November. In addition, you will find in the House Committee Hearing Record a rather lengthy colloquy between Mr. Needs and me following my testimony. As the originators of the Civilian Conservation Corps concept in the early 1930's, we are extremely proud of its achievements. Somewhere in our future public works programs there are opportunities for combining rural employment programs and conservation effort. We urge your favorable consideration of H. R. 10138 (S. 2630).

Sincerely,


William E. Howell
Executive Vice President

enclosure

cc: AFA Board of Directors
AFA Staff

(61)

Statement
of
The American Forestry Association
- 1319 - 18th Street, N. W. - Washington, D. C. 20036
before
House Committee on Education and Labor
on
H.R. 10138 - "The Adult
Conservation Corps Act"

November 18-20, 1975

Mr. Chairman and members of the Committee, I am William E. Towell, Executive Vice President of The American Forestry Association, the nation's oldest national citizen conservation organization, now celebrating its 100th anniversary. During the past century AFA has been instrumental in the development of many programs and policies for the benefit of our nation's forest lands. Among the accomplishments to which we point with pride was our key role in the establishment of the Civilian Conservation Corps under the Administration of President Franklin D. Roosevelt. The works of that program are still evident today throughout our National Forests and National Parks. We are again faced with a situation at least reminiscent of the circumstances which led to the creation of the C.C.C. Men are out of work and need jobs to support themselves and their families. And, we are told, there are many worthy projects on our public lands not being done for lack of funds and manpower.

May I quote from an editorial which appeared in American Forests magazine last December?

"AFA calls for new C.C.C. Following is the text of a telegram sent to President Gerald R. Ford on October 1, 1974:

"Meeting now at Mackinac Island, The American Forestry Association votes to commend to you the strong desirability of using presently proposed public service employment on federal, state and local public forests. Should you direct the U. S. Forest Service to activate a national program to utilize manpower on conservation projects we are assured that the program can be implemented without delay. Long-term benefits for our country will result from forest improvement projects. Growing pressures on public forests for quality water supplies, recreation, hunting and fishing, forest products and minerals have generated a large backlog of high priority conservation work which if further neglected will create timber shortages, higher timber prices and resource erosion. A new program of public employment in American forests assures you the dual advantage of fast implementation and lasting results. We pledge the interest and support of our hundred-year-old national conservation organization."

"Pointing to the deteriorating economic situation worldwide, AFA Directors observed that the prospect of new public works programs is imminent and that the revival of a Civilian Conservation Corps type effort would help cope with urgent conservation needs on public lands. On the National Forests alone, three million acres need to be reforested. In dispatching the telegram, President Voit Gilmore recalled that the AFA, more than any other organization, was responsible for the

establishment of the C.C.C. in the days of the Great Depression. 'That citizens must tighten their belts is today self-evident,' President Gilmore said, 'but there are those of us in AFA who also recall that the Great Depression resulted in some of the greatest gains on National Forests and other public lands in American history. In our efforts to cope with a worsening situation, it is our hope President Ford and the Congress will join us in reviving a great landmark project like the C.C.C., that served this nation notably. Many senior citizens of today who are serving as mayors of towns and cities, serving in Congress, and running big business organizations got their start in the C.C.C. planting trees, building roads and trails, bridges, checking soil erosion and in carrying out dozens of other worthwhile programs. The program not only rehabilitated people, it rehabilitated land and in our opinion it is needed again and now.'"

An adult Civilian Conservation Corps program would create public service jobs in rural areas where unemployment is a difficult problem. Urban unemployment is more easily dealt with because the unemployed are more concentrated and there are many more opportunities for public works projects in the cities. At the same time, a Civilian Conservation Corps would contribute to better management and care of natural resources on federal and state lands. By amending the Youth Conservation Corps Act to include young adults on a year-round basis, H.R. 10138 would create a permanent vehicle for dealing with two serious problems at one time, unemployment and conservation.

This proposal is enhanced, Mr. Chairman, by a ready backlog of conservation job opportunities on the National Forests and on other public lands under cooperative agreements with the U. S. Forest Service. For example, at my request, the Forest Service identified projects totaling \$67 million over and above regular budgeted programs ready to begin now if emergency funds were made available. They include such activities as forest fire protection (fuel treatment), reforestation and timber stand improvement, forest roads and trails, recreation construction, recreational use, and research facilities construction in rural areas. State forestry agencies could provide similar projects on state and private lands of equal public value and conservation purpose.

The Youth Conservation Corps and the Job Corps already have proven the worth of modern day Conservation Corps programs. By employing young adults through the ages of 19 and 29 we could achieve much more conservation work and help with a serious unemployment age group.

There should be no conflict with these other work programs and conservation activities could be greatly expanded.

H.R. 10138 presents two serious problems that must be resolved. The first is the lack of detail on housing, feeding and supervision of Young Adult Conservation Corps volunteers. It does not seem practical with today's costs of construction, maintenance and operation to build and operate camps as we knew them in the C.C.C. days of the 1930's. The costs would seem prohibitive unless, of course, suitable military or other camp facilities already are available and properly located. Today's ease of transportation would make it more economical, I would think, to either use existing housing facilities or else to require enrollees to commute to and from home to their jobs. Army run camps and temporary construction with questionable sanitation facilities were all right during depression years, but would not be acceptable today. There may be some isolated projects which might prove exceptions, but I would recommend that a modern day C.C.C. not try to duplicate the camps of the '30's.

The other problem which bothers me greatly is the price tag assigned to this legislation. Annual authorizations beginning at \$700 million and reaching \$3 1/2 billion in the fourth year frighten me. I would be interested in knowing how much of this authorization would be for camp facilities as contrasted to compensation to C.C.C. enrollees. Perhaps with less costly plans for housing and/or transportation a greater portion of appropriated funds could go to salaries and project materials where it is most needed. The legislation is not clear on this allocation of costs.

However, I do not want these reservations to detract from The American Forestry Association's support for this adult C.C.C. type program. We strongly favor the use of unemployed labor for conservation purposes and predict a very successful program if the authorization and funding are forthcoming.

Thank you for this opportunity to express our views.

The University of Vermont

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May 27, 1976

Mr. Thomas Williams
c/o Senator Henry Jackson
United States Senate
Committee on Interior & Insular Affairs
Washington, D.C. 20510

Dear Mr. Williams:

Mr. J.C. Triplett of Alexandria, Virginia has informed me that you are the administrative assistant directing senate companion legislation to the recently passed house bill to reactivate the Civilian Conservation Corps (H.R. 10138).

I have been directing two research projects analyzing youth conservation projects for the past five years. The current project, McIntire-Stennis 26, University of Vermont, is entitled "Analysis of the Accomplishments of Youth Conservation Programs." I do not know of any other research concerning this matter except for the superb oral history approach that Mr. J.C. Triplett has underway, and some studies of the Youth Conservation Corps by the Institute for Social Research at the University of Michigan. Our research has focused on both the Civilian Conservation Corps and the Youth Conservation Corps. We have had project representatives at 12 Youth Conservation Corps camps located from the eastern tip of Maine to Southern California. Our representatives spent the entire summer at these camps acquiring job performance data. We have analyzed the data and reached some conclusions that should be of assistance to the future administrators of such programs. We have studied the problems and the achievements of the Civilian Conservation Corps (CCC). I sincerely believe that there is a reasonable probability that a reactivated CCC could approach the unexcelled record of the CCC of the 1930 era.

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Such success would be most meaningful to our nation at this time. The objectives of our past five years of research have been to prepare the way for a successful CCC in the 1970 era. I am sure that you recognize that anything less than success will have serious consequences for us all.

I should add that I have not devoted full time to the research, for I teach five forestry courses at the University of Vermont. I do have many years of experience in allied matters, for I have been teaching forestry for nine years, including the subject of the CCC. I am a retired Regular Army officer with 28 years of service.

Reference H.R. 10138, the Policy and Purpose as stated in Section 201 is too complex and lends itself to administrative distortion of the real goals assuming that they are akin to the objectives of the CCC. The discussion of training, fundamental skills, job experience on page 2 coupled with the wording "other benefits" on line 13 of page 3, could very well lead to a revived Job Corps. The CCC had the dual objective of conservation work and unemployment relief. The CCC shouldered through a volume of work that stands above anything in the annals of conservation the world over. But concurrent with this was the development of a work ethic in our youth that prepared them for World War II and successful careers that are drawing to a close for many of them. Many skills were learned as part of the work projects. The benefits to the nation and to our youth were so many that it would take me pages to even outline them. If we want a reactivated CCC, the Policy and Purpose must be rewritten. If we want an expanded Job Corps, no change is needed.

I would suggest that the Director of the Corps be a Presidential appointee. The CCC was successful because all of the leaders from Director Fechner (appointed by President Roosevelt) down to the crew leaders had a good work ethic. My definition of a good work ethic is the love of physically challenging work, pride in accomplishment, and pride in one's skills. Robert Fechner was a highly respected labor leader, who at the age of 16 became an apprentice machinist with the Old Georgia Railroad. He had an excellent work ethic, worked long hours as CCC Director and operated with a notoriously small staff. His attitude filtered down through the organization. I have just been reading about Vermont State-wide CCC woodmen's

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competitions of the 1930's and of frequent demonstrations of their skills at fairs and sportsmen's shows. I fear that the Department of Agriculture and the Department of Interior would run the Corps on a committee basis, or even worse, settle for the leadership of someone who came up through the job corps where the objective was educational in nature. The Director must have the strength to resist all programs that would cause the youth to sit around in circles discussing ecology. He must not vacillate trying to please pressure groups. An example from the past was in 1934 when the American Association of University Professors (AAUP) passed a resolution stated "What the boys in the CCC need is a broader education that will give them a true picture of the current industrial and social problems" (New York Times, Dec. 2, 1934.)


Section 206(a) specifies eight months to prepare a plan and prepare the site locations, facilities, and equipment. This would be feasible where there are existing Federal or State facilities. But all too often, this will not be the case. New facilities will require an Environmental Impact Statement which will generally mean a year or more before construction can begin. Possibly, some wording can be included in the enabling legislation which would authorize an accelerated impact statement, or no EIS at all for identical locations as the 1930 era CCC camp sites.

I do not believe that we can cope with the logistics and the administration of a program as large as this without support from the U.S. Army. This was attempted in 1933 but it only took a few weeks to realize that it could not be done. Possibly, the Departments of Interior and Agriculture could make it work if we are willing to disregard economics and efficiency. However, as I see it, only the U.S. Army Corps of Engineers has the organization to manage a construction program of this magnitude. The U.S. Army Food Service Program has many years of experience and no civilian contractor can begin to match their efficiency and economy.

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I am available for the Senate hearings on the proposed legislation should you have need of my service. My intent is to ensure a successful CCC, and this hinges on the enabling legislation.

Sincerely yours,


Frank H. Armstrong, Ph.D.

FHA/ss
CC: J.C. Triplett
Donald C. Steffens
James B. Craig